City and County of San Francisco
Department of City Planning

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DRAFT

1661 PINE STREET
RESIDENTIAL LIFE CARE FACILITY

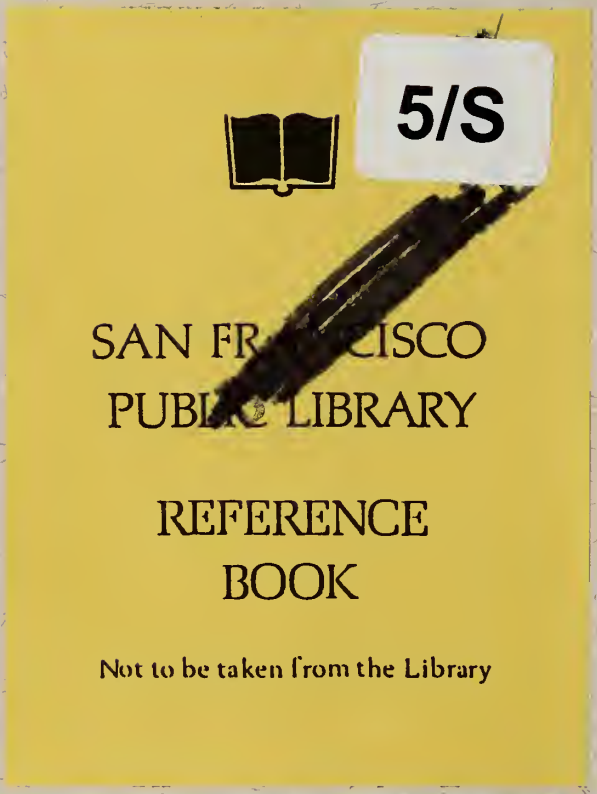
ENVIRONMENTAL IMPACT REPORT

June 1992

89.037E

DRAFT EIR PUBLICATION DATE: JUNE 5, 1992
DRAFT EIR PUBLIC HEARING DATE: JULY 9, 1992
DRAFT EIR PUBLIC COMMENT PERIOD: JUNE 5, 1992 TO JULY 9, 1992
FINAL EIR CERTIFICATION DATE:

Written comments should be sent to the Environmental Review Officer
450 McAllister Street, Sixth Floor, San Francisco, CA 94102



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ADMINISTRATION
(415) 558-6414
CITY PLANNING COMMISSION
(415) 558-6414
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DATE: June 5, 1992

TO: Distribution List for the 1661 Pine Street Residential Life Care Facility Draft EIR

FROM: Barbara W. Sahm, Environmental Review Officer

SUBJECT: Request for the Final Environmental Impact Report for the 1661 Pine Street Residential Life Care Facility Project

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This is the Draft of the Environmental Impact Report for the 1661 Pine Street Residential Life Care Facility project. A public hearing will be held on the adequacy and accuracy of this document on July 9, 1992. After the public hearing, our office will prepare and publish a document titled "Summary of Comments and Responses" which will contain a summary of all relevant comments on this Draft EIR and our responses to those comments. It may also specify changes to this Draft EIR. Those who testify at the hearing on the draft will automatically receive a copy of the Comments and Responses document along with notice of the date reserved for certification (usually about nine weeks after the hearing date); others may receive such copies and notice on request or by visiting our office. This Draft EIR together with the Summary of Comments and Responses document will be considered by the City Planning Commission in an advertised public meeting and certified as a Final EIR, if deemed adequate.

After certification, we will modify the Draft EIR as specified by the Comments and Responses document and print both documents in a single publication called the Final Environmental Impact Report. *The Final EIR will add no new information to the combination of the two documents except to reproduce the certification resolution.* It will simply provide the information in one rather than two documents. Therefore, if you receive a copy of the Comments and Responses document in addition to this copy of the Draft EIR, you will technically have a copy of the Final EIR.

We are aware that many people who receive the Draft EIR and Summary of Comments have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the Final EIR to private individuals only if they request them.

If you want a copy of the Final EIR, please so indicate in the space provided on the next page and mail the request to the Office of Environmental Review within two weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy. Public agencies on the distribution list will automatically receive a copy of the Final EIR.

Thank you for your interest in this project.

PLACE
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HERE

Department of City Planning
Office of Environmental Review
450 McAllister Street, 6th Floor
San Francisco, CA 94102

Attn: Barbara Sahm
89.037E: 1661 Pine Street
Residential Life Care Facility

PLEASE CUT ALONG DOTTED LINE

RETURN REQUEST REQUIRED FOR FINAL ENVIRONMENTAL IMPACT REPORT

REQUEST FOR FINAL ENVIRONMENTAL IMPACT REPORT

TO: Department of City Planning
Office of Environmental Review

Please send me a copy of the Final EIR.

Signed: _____

Print Your Name and Address Below

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RESIDENTIAL LIFE CARE FACILITY
DRAFT ENVIRONMENTAL IMPACT REPORT

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INTRODUCTION

The Van Ness Avenue Plan (VNAP), an area plan of the City and County of San Francisco Master Plan, sets forth objectives and policies for conservation and new development along the Van Ness Avenue corridor. The Final Environmental Impact Report (FEIR) for the Van Ness Avenue Plan analyzed the effects of the proposed plan and implementing zoning (certified December 17, 1987, Case No. 82.392E/87.586E). Potential impacts of development which could occur under the Plan and zoning were discussed in the VNAP FEIR utilizing a methodology which involved calculation of maximum development potential on all parcels within the Plan area likely to develop or redevelop over a ten-year span. These parcels are known as "soft sites." Pursuant to Section 15168 of the California Environmental Quality Act (CEQA) Guidelines, the VNAP FEIR can be considered a "Program EIR" for the approximately 50 soft sites included in its analysis. The proposed project site is within the VNAP area, and is subject to the requirements it sets forth. The proposed project is not, however, considered a soft site in the VNAP FEIR, and therefore requires its own environmental review.

This Environmental Impact Report (EIR) evaluates the potentially significant environmental effects associated with the proposed 1661 Pine Street Residential Life Care Facility project. The analyses contained herein address project-specific impacts and cumulative impacts to which this project would contribute.

I. SUMMARY

A. PROJECT DESCRIPTION

The Episcopal Homes Foundation proposes to build a 9-13 story, 109-130-foot-tall residential life care facility on the block bounded by Pine Street on the north, Van Ness Avenue on the east, Austin Street on the south, and Franklin Street on the west.[1] The 46,170 square foot (sq. ft.) project site is Lots 1, 3, 17, 25, 26, 27, 28, and 29 of Assessor's Block 666. The project architect is Wurster, Bernardi & Emmons Architects.

The proposed project would vary between nine (9) and thirteen (13) stories, or 109-130 feet in height, with a podium (base) height of about 40 ft. at Van Ness Avenue (see Figures 2-7, pages 25-30). The project would contain the following uses: (1) approximately 275,810 sq. ft. of residential living space (24 studio, 91 one-bedroom, 119 two-bedroom and 16 two-bedroom penthouse units for a total of 250 dwelling units); (2) about 20,210 sq. ft. of skilled nursing facility space; (3) about 57,750 sq. ft. of accessory use space (including a personal care facility, kitchen, congregate dining room, lounges, and program and recreational rooms); (4) about 1,750 sq. ft. of ground-level retail space; (5) about 2,960 sq. ft. of interior open space; (6) about 122,330 sq. ft. of parking and loading space (two ground-level loading docks and about 252 off-street parking spaces on four basement levels); and (7) about 40,655 sq. ft. of miscellaneous space, for a total development of about 521,470 sq. ft.[2] The project would also provide about 30,930 sq. ft. of common and private open space, located on second, third and fourth level terraces and private balconies.

The proposed project would provide an auto entry court with guest parking at the mid-block along Pine Street. Access to and egress from the project garage would be from Austin Street, at about 35 ft. west of Van Ness Avenue. The project garage would be located on four basement levels, and would contain space for about 252 vehicles, mechanical and maintenance equipment. Two full size, off-street loading spaces would be provided along Austin Street; one adjacent to the garage entrance (to the west), the other approximately 30 ft. east of Franklin Street. Parking and loading space would occupy about 122,580 sq. ft. on the ground floor and on basement levels. Pedestrian access to the

project would be from Van Ness Avenue, Pine Street, Franklin Street and Austin Street, at mid-block locations.

Common open space of about 13,990 sq. ft. would be provided at levels two, three and four, including an enclosed swimming pool and jacuzzi. A total of approximately 16,940 sq. ft. of private open space would be provided in the form of balconies, decks and terraces.

B. MAIN ENVIRONMENTAL EFFECTS

LAND USE AND ZONING (pages 73 to 78)

The site is in two use districts and two height and bulk districts: most of the site (81%) is in an RC-4 (Residential-Commercial Combined District, High Density) use district and the Van Ness Special Use District (VN SUD), subarea 1, and is in a 130-V height and bulk district; the remainder of the site (19%), located at the western end of the site, is in an NC-3 (Moderate-Scale, Neighborhood Commercial) use district, and is in a 130-E height and bulk district.

The project would replace seven existing buildings (six of which are currently vacant) containing or formerly containing office, retail, warehouse, auto repair, gas station/service, and hotel uses, with a 9-13 story life care facility (residential units and accessory skilled nursing, personal care and ancillary uses), ground floor retail and parking.

HISTORIC, ARCHITECTURAL AND CULTURAL RESOURCES (pages 79 to 81)

The project would demolish the seven existing buildings on site: (i) two-story, 1441-1465 Van Ness Avenue; (ii) two-story, 1431-1439 Van Ness Avenue; (iii) one-story, 1611 Pine Street; (iv) two-story, 1615 Pine Street; (v) the four-story, Gita Hotel at 1617-1619 Pine Street (containing 24 tourist rooms, 20 single-resident rooms and one apartment); (vi) three-story, 1623 Pine Street; and (vii) three-story, 1629 Pine Street. A one-story building at 1699 Pine Street (a former gas station service building) was demolished in 1991. The 1623 and 1629 Pine Street buildings, designed by San Francisco architect Moses J. Lyon, are both rated "2" in the 1976 Department of City Planning's citywide inventory, "B" by the Foundation for San Francisco's Architectural Heritage, and are identified as significant in the Van Ness Avenue Plan, an area plan of the San Francisco Master Plan (see Appendix B, Architectural Resources, page A-42 for a description of the surveys). Application for demolition permits for these buildings was filed by the project sponsor in March 1992. The 1431-39 Van Ness

Avenue building is rated "1" in the Department of City Planning's citywide inventory and identified as contributory in the Van Ness Avenue Plan. The 1441-65 Van Ness Avenue building is identified as contributory in the Van Ness Avenue Plan. The Van Ness Avenue Plan discourages demolition or inappropriate alteration of buildings designated significant and contributory.

There is no recorded occupation or use of the project site during the Prehistoric/Protohistoric period. The location of the site on a slope of a hill, at a distance from the then bountiful marsh areas of the Bay, and away from streams or other sources of fresh water, makes it an unlikely location for Prehistoric/Protohistoric occupation. There is also considered to be little or no possibility of encountering cultural material from the Spanish/Mexican, Early American or Early Gold Rush periods (1775-1852). All available evidence suggests that during the early American period, the site remained in a completely natural state, uninhabited and undeveloped.

There is no evidence that extensive grading or filling activities have occurred at the site, but the site has been previously excavated for foundations and basements of the existing buildings. The presence of basements does not necessarily indicate that cultural resources which might have existed beneath the site have been disturbed. In December 1988, the remains of a largely intact Chinese store were discovered at the intersection of Sacramento and Kearny Streets, beneath the basement level of a large building that was situated on a steeply sloping hill. The possibility exists, therefore, that cultural resources could lay undisturbed beneath the 1661 Pine Street project site.

URBAN DESIGN AND VISUAL QUALITY (pages 82 to 90)

The project would demolish seven existing small to medium scale buildings, and replace them with one large scale building occupying the entire project site. The new building would be 9-13 stories in height, and would have a base, a middle and a top portion, each with its own architectural styling. Entry points would be located mid-block at each of the four facades, with the primary entrances at Pine Street and Van Ness Avenue. The building's base would appear rusticated (large masonry blocks separated by deep joints), and would include architectural detailing, particularly at the entrances. The Van Ness Avenue entry would be flanked by large columns, intended to reflect the more ceremonial entrances found along Van Ness Avenue. The middle and top portions of the building would be a single, U-shaped tower, with varying roof heights. The floor levels would be continuous throughout the building from the third to the ninth levels. The intention of this design (which includes variations of coloring, offset facades, and differences in the design of bay windows,

cornices and roofs) would be to reduce the apparent visual bulk of the structure. The Pine Street facade would be dominated by vertical rows of bay windows, while the Franklin and Austin Street facades would have vertical rows of balconies. The tower would terminate in a combination gable and mansard roofs.

The proposed building would be taller and bulkier than the buildings it replaces, and similar in height but bulkier than some newer buildings in the project area. The building would be visible from short- and mid-range vantage points in all directions, and from the west side and the crest of Nob Hill. The building would also block some existing views of Nob Hill from locations west of the site, particularly of an area south of Pine Street between the intersections of Taylor/Bush and Taylor/Post, and views of downtown building which are visible above the crest of Nob Hill.

SHADOW AND WIND (pages 91 to 98)

The project would cast no new shadow on any Recreation and Parks Department property during the hours defined by the Sunlight Ordinance and would thus comply with the ordinance. The project would cast new shadow on streets, sidewalks, buildings in the project area and portions of its own newly-created open space.

A wind tunnel test for the project site indicates that under existing conditions, five of 30 sidewalk wind speed measurement locations exceed the 11 mph comfort criterion for pedestrian areas, and that two of these locations exceed the 26 mph hazard criterion. The project would generally increase wind speeds along Franklin and Pine Streets, with some locations having increased wind speeds and others having decreased wind speeds. Seven of the 30 sidewalk measurement locations would exceed the 11 mph pedestrian comfort criterion with the project. The project would result in a net increase of winds at three sidewalk measurement locations in excess of the pedestrian comfort criteria: the northeast corner of Franklin and Austin Streets; the southeast corner of Franklin and Pine Streets; and the southwest corner of Pine Street and Van Ness Avenue. Three of the six measurement locations for outdoor spaces created by the project show wind speeds that would exceed the sitting area comfort criterion of seven mph. The *Planning Code* requires that new buildings in the VN SUD be designed to avoid causing ground level wind currents to exceed seven mph in public seating areas and 11 mph in areas of pedestrian use. The project sponsor will be seeking an exception to this requirement. The two sidewalk locations exceeding the hazard criterion (a result of the Holiday Inn

building at the northeast corner of Van ness Avenue and Pine Streets) would not be increased or decreased by the project.

TRANSPORTATION (pages 99 to 117)

The project site is currently nearly vacant, and no existing vehicle or transit trips were assumed for the existing conditions, thereby providing a conservative analysis. The project site would generate about 1,945 new person-trip ends (pte) per day, with about 82 percent of the trips being generated by project residents; employees and retail patrons would make the remaining trips. In the P.M. peak hour, the project would generate about 227 pte. With the addition of project-generated traffic to existing conditions, the P.M. peak level of service (LOS) at the four intersections studied would remain the same as at present. Cumulative traffic growth between 1991 and 2000, including project traffic, would change volume-to-capacity (V/C) ratios at the four study intersections, but would not change LOS.

The project site is well-served by both local and regional transit carriers, including MUNI, Golden Gate Transit directly, and BART, SamTrans, AC Transit and Caltrain via connecting MUNI lines. The project would generate a total of about 115 transit trips on MUNI bus routes and the California cable car line. Many of these trips would be generated by project employees working atypical hours, and not occur during the P.M. peak hour.

Sidewalks in the project area currently operate at open to unimpeded levels of service, and would continue to operate at these levels with the addition of project-generated pedestrian traffic. The existing high ground level wind velocities occurring at the intersection of Van Ness Avenue and Pine Street (discussed in Chapter IV.D.) would continue if the project were constructed, and could discourage some pedestrian activity at this location. The driveway entrance on Austin Street fronting the project site is approximately two feet higher than the surrounding sidewalk. This existing sidewalk obstruction is difficult to walk over, and would be repaired as part of the project.

On-street parking in the project area is heavily used by residents and businesses, and has a P.M. peak hour occupancy rate of about 94 percent. There are ten off-street parking lots and garages within a three block radius of the project site, with a mid-afternoon occupancy rate of about 57 percent. Project parking demand would be about 270 spaces: 225 spaces for residents, 30 spaces for

employees and 15 spaces for visitors. The project would provide 250 parking spaces in four basement levels, and two guest parking spaces in the entry court.

Truck loading for the life care facility would be provided in two loading docks located on Austin Street, at the east and west ends of the block. Delivery vehicles would consist almost entirely of single unit trucks. Delivery vehicles trips would initially represent about 11 percent of all daily vehicle trips occurring at the site. Over time, as the residents reduce their amount of independent activity such as driving, and require more in-house services such as medical and food services, this percentage would increase to as much as 30 percent of the total trips.

CONSTRUCTION NOISE (pages 118 to 121)

Project-related demolition, excavation and construction would take place over a 28 month period, and would temporarily increase noise levels in the surrounding area, disrupting indoor activities in nearby offices, retail stores, residences and hotels during some phases on construction. At the beginning of the two to three month excavation period, machinery operated at and near the southwestern site boundary at grade level would generate peak noise levels of about 89 dBA. The eight-foot construction barricade to be erected around the site perimeter would reduce this by about 5 dBA. Austin Street residences at the southwest of the block, the nearest sensitive receptors, would therefore experience sound levels of about 75-78 dBA with windows open, and about 63-68 dBA with windows closed. No pile driving would occur.

Erection of the buildings superstructure would generate noise levels of about 87 dBA during a four-month period. Austin Street residents would primarily be affected during a one-month period of this construction phase as the first four floors of the superstructure are erected. At this time, building occupants along Austin Street would experience noise levels of about 76-81 dBA with windows open, and about 66-71 dBA with windows closed.

HAZARDS (pages 122 to 126)

The project site contains seven buildings, and was the location a Unocal gasoline service station which was demolished in 1991. Over the past 70 years, the site has been occupied by automotive businesses. Past business practices may have included the use of oil, brake fluid, corrosives, and heavy metals, in addition to underground petroleum storage tanks. Contamination from the past uses could have

occurred through materials leaks, carelessness, accidents, or poor waste handling techniques. In addition, tests have verified that the former underground tanks at the Unocal site have leaked.

The project site is situated outside of the designated area of San Francisco where a soils testing report would be required by law (i.e. under the "Maher" ordinance). Two separate subsurface investigations have been undertaken, however, to characterize the soils and groundwater beneath the site. The chemical test results available at this time, coupled with the additional tests planned for full delineation of the extent of the contamination beneath the site, will allow for more accurate forecasting and mitigation of project impacts, and facilitate proper resolution of public health and safety considerations during project implementation.

A 1991 Phase I Environmental Assessment of the site included information on site history, past land uses, underground storage tanks, and agency listings, in addition to shallow subsurface soil borings and recommendations for site clean-up. In evaluating the potential for contamination of the project site and adjacent areas, the Phase I report utilized information from historical archives, such as fire insurance maps prepared by the Sanborn Insurance Company, and database records of federal, state, and local regulatory agencies. The Phase I report also conducted a physical inspection of the property buildings for hazardous materials, hazardous wastes, and asbestos containing building materials (ACMs). The survey confirmed the presence of ACMs in many of the buildings. Containers of paint and paint-related materials, solvents, insecticide spray, and waste oil were found in various buildings. Air conditioning units containing Freon were also identified on the roofs of the 1431 Van Ness Avenue and 1623 and 1629 Pine Street buildings.

A preliminary subsurface investigation also was conducted in 1991 at the location of the former Unocal service station at the west end of the site; this report included a work plan/proposal to define the extent of soil and groundwater contamination. The investigation, local topography, and groundwater flow information indicate that petroleum fuel hydrocarbons are present beneath that portion of the site, and may have migrated into soil or groundwater under other portions of the project site. According to the subsurface report, the soil contamination in the areas north, northeast and east of the former tank pit has not been defined, but appears to extend off of the former Unocal property. Relatively high levels of soil contamination exists in portions of these areas, along with portions of the area beneath the former tank pit. In addition, groundwater has been impacted in the area beneath and northeast of the former fuel tanks. The Unocal Corporation intends to continue

investigations to further define the extent of soil and groundwater contamination; however, due to the existing structures on the remainder of the project site, the only area identified for investigation at this time is the area within Pine Street. The Unocal Corporation is obligated by law to investigate and remediate contamination, including off-site contamination, that has originated on their property.

A remediation plan will be prepared for the site following full characterization of the soil and groundwater contamination. The remediation plan will include provisions to minimize threats to public health and the environment that might result from handling the hazardous soil and groundwater, including a dust control program, provisions for stockpiling, testing, and disposal of the hazardous soil and verification testing of soil and water. At the completion of remediation, all hazardous wastes identified in the excavation area would have been relocated and properly disposed, and any hazardous wastes remaining in the underlying soils would be encapsulated on the site.

EMPLOYMENT (pages 127 to 128)

The project would accommodate about 210 net new employees in the Van Ness Avenue Special Use District. About 306-1138 additional jobs in the Bay Area would result from the employment multiplier effect of project operation. The project would require about 225 person-years of construction labor. About 281-578 additional person-years of employment would be generated in the Bay Area, as a result of the multiplier effect of project construction.

C. MITIGATION MEASURES (pages 129 to 138)

Some of the measures identified that would mitigate potentially significant environmental effects are presented below. Improvement measures are also included which, although not intended to mitigate a specific significant impact, would improve conditions in the project area. A full recitation of mitigation measures proposed as part of the project or proposed for consideration are presented on pages 129 to 138.

MITIGATION MEASURES REQUIRED BY LAW

* As recommended by the Environmental Protection Element of the San Francisco Master Plan, an analysis of noise reduction measurements would be prepared by the project sponsor and recommended noise insulation features would be included as part of the proposed building. The residential towers would have to comply with Title 24, Noise Insulation Standards, which requires interior noise levels not to exceed 45 dBA between 10:00 p.m and 7:00 a.m. and 55 dBA between 7:00 a.m. and 10:00 p.m.

* The construction contract would require that the project contractor muffle and shield intakes and exhausts, shroud or shield impact tools, and use electric-powered rather than diesel-powered construction equipment, as feasible, so that noise would not exceed limits stated in the City Noise Ordinance (Article 29, *San Francisco Administrative Code*, 1972).

MITIGATION MEASURES PROPOSED AS PART OF THE PROJECT

* The project sponsor would require the general contractor to construct barriers around the site, and around stationary equipment such as compressors, which would reduce construction noise by as much as five dBA, and to locate stationary equipment in pit area or excavated areas, as these areas would serve as noise barriers.

* The project sponsor would require the general contractor to sprinkle demolition sites with reclaimed or otherwise non-potable water continually during demolition activity; sprinkle unpaved construction areas with water at least twice per day to reduce dust generation by about 50%; cover stockpiles of soil, sand, and other materials; cover trucks hauling debris, soils, sand or other such material; and sweep streets surrounding demolition and construction sites at least once per day to reduce total suspended particulates (TSP) emissions. The project sponsor would require the general contractor to maintain and operate construction equipment so as to minimize exhaust emissions of TSP and other pollutants by such means as a prohibition on idling of motors when equipment is not in use or trucks are waiting in queues, and implementation of specific maintenance programs (to reduce emissions) for equipment that would be in frequent use for much of a construction period.

  The project sponsor would require the project architect to incorporate into the project design a comprehensive landscaping program, including trees, hedges, screens, fences, statuary and other landscaping elements, to reduce wind effects and provide wind protection in seating areas created by the project. If landscaping measures are insufficient to reduce wind speeds to pedestrian comfort criteria levels required by *City Planning Code*, then screening or partial enclosure of affected areas would be included.

  In addition, project residents would be warned about the presence of hazardous wind conditions on the east side of the Van Ness Avenue/Pine Street intersection.

  A site-specific Safety and Health Plan for hazardous materials and waste operations would be prepared and submitted to the San Francisco Department of Public Health before site activities would proceed. The site-specific Safety and Health plans, which would be applicable to all activities at the site prior to completion of site remediation, would establish policies and procedures to protect workers and the public from potential hazards posed by hazardous wastes. The Plan would be prepared according to federal and state regulations for hazardous waste site Safety and Health plans. The site safety officer;s log would be made available to the San Francisco Department of Public Health for inspection.

  A report detailing the extent of soil and groundwater contamination from the Unocal site will be submitted by Unocal to the City and the RWQCB. The report shall be reviewed and approved by the City and the RWQCB. All revisions imposed by the City and the RWQCB shall be implemented. If contamination levels on the proposed project site are at or near thresholds set by California regulations (*California Code of Regulations*, Title 22) or relevant federal law, the project sponsor shall meet with the City and RWQCB staff to determine

whether further action, including additional testing, would be necessary. If contamination exceeds State and/or federal threshold levels on the proposed site, Unocal shall prepare a Remedial Action Plan. The Remedial Action Plan shall be reviewed and approved by the City and the RWQCB. The Plan shall include all revisions imposed by City and the RWQCB. Upon acceptance, Unocal shall implement the Remedial Action Plan, and provide written verification from a Registered Environmental Assessor, a registered engineer, or registered geologist, of its completion to the project sponsor, the City and the RWQCB. The verification of remediation would include full remediation documentation, including chain-of-custody forms, laboratory analysis reports, and copies of hazardous waste transport manifests.

Soil remediation methods could include excavation and site treatment, excavation and off-site treatment or disposal, or treatment without excavation. Some methods of in-situ treatment of soils contaminated with petroleum hydrocarbons, solvents and/or heavy metals include:

- *Bioremediation.* Enhancement or introduction of microbial organisms in in-situ soils to promote degradation of organic contaminants.

- *Chemical fixation.* Introduction of chemicals that will bond with and stabilize contaminants in soil.

- *Soil washing.* Introducing water solution into in-situ to dissolve contaminants, and then removing and treating or disposing of wash water.

Excavated soils can be treated either on- or off-site as described above. Excavated soils can also be air stripped by introducing forced air to remove volatile contaminants that are then trapped and collected in a filter medium. Excavated soils that are hauled off-site may be similarly treated at permitted hazardous waste facilities.

Remediation alternatives for clean-up of contaminated groundwater could include in-situ treatment, extraction and on-site treatment, or extraction and off-site treatment and/or disposal. Groundwater is extracted by pumping it out of wells installed on-site. Some of the technologies for treatment of organic contaminants include use of carbon adsorption, filtration systems and oil-water gravity separation. Metal precipitation and subsequent removal of a solid is a common treatment for groundwater contaminated by heavy metals. Extracted groundwater may also be hauled off-site for treatment at a hazardous waste facility. Discharge of treated groundwater to the publicly owned treatment works would require regulatory agency permits.

The site mitigation plan would include a dust control program to minimize potential public health impacts associated with exposure to contaminated dust.

Water produced during construction would require caution in handling, and treatment prior to discharge. Regional Water Quality Control Board standards for discharged water would apply. The City would supervise implementation of any necessary mitigation for groundwater contamination.

IMPROVEMENT MEASURES PROPOSED AS PART OF THE PROJECT

The project would include two loading docks on Austin Street to meet loading/delivery demand.

The project would include a covered passenger pick-up/drop-off area on Pine Street clear of street traffic.

The proposed project would include an off-street parking supply of 252 spaces to help off-set the estimated demand of 270 spaces. Given the age and income levels of the potential residents, the existing lack of on-street parking availability in the project area, and the potential for shared parking with nearby uses in future years as the project parking demand declines, accommodating the project's demand entirely on-site is strongly recommended. Additional parking also allows greater flexibility in terms of the average age and type of resident who can be housed in the units.

The project would include an on-site construction staging area large enough to avoid queuing of construction traffic on adjacent streets.

The project would correct existing sidewalk obstructions and irregular grades (as currently exist on Austin Street) to allow free flow pedestrian movement.

D. ALTERNATIVES TO THE PROPOSED PROJECT (pages 140 to 156)

ALTERNATIVE A: NO PROJECT

This alternative would entail no change to the site, since the proposed project would not be built there. Five existing buildings would not be demolished; however, the demolition permits for 1623 and 1629 Pine Street would still be pursued by the project sponsor.

Under the No Project Alternative, none of the impacts associated with the project would occur. The environmental characteristics of this alternative would be generally as described in the Environmental Setting chapter of this report. Transportation, noise and air quality impacts resulting from project construction would not occur. Future transportation and air quality conditions would reflect impacts of cumulative development, minus the project. There would be no energy demand or demand for other services on the site. Land uses, site views, shadow and winds would not change. There would be no increase in population or employment on the project site.

Under this alternative, the existing unsafe conditions of the 1623 and 1629 Pine Street buildings (red-tagged by the Bureau of Building Inspection would continue to exist; the Gita Hotel would be converted to non-residential use; and abatement proceedings for unsafe parapets of all existing

buildings would continue. Regardless of which alternative may be selected, the former owners of the western portion of the site, the Unocal Corporation, is obligated by law to investigate and remediate existing soil and groundwater contamination that originated on their property.

This alternative would, however, preserve the option to develop a similar or different type of building on the site in the future, including the possibility of adaptive re-use, seismic retrofitting and architectural restoration of the buildings rated for architectural merit.

ALTERNATIVE B: MIXED USE DEVELOPMENT

This alternative would be the development of 250 standard, market-rate, not specifically elderly residential units and other commercial uses which would generally conform with *City Planning Code* requirements. Under this alternative there would be no skilled nursing, personal care or other uses ancillary to a residential life care facility. There would be approximately 300,860 sq. ft. of residential space, 25,050 sq. ft. of retail space, 14,500 sq. ft. of commercial office space, and about 290 vehicle parking spaces in four basement levels. This alternative would have a four-story podium base extending to the property lines, above which three nine-story residential towers would be located.

Under this alternative, some of the same effects resulting from the proposed project would occur: land uses on the site would intensify and be at a higher density; localized effects of construction (temporary increases in dust levels and noise); increases in population and employment; remediation of existing on-site hazards (asbestos and contaminated soils and groundwater); demolition of four buildings rated for architectural merit; and one-to-one replacement of displaced single-resident occupancy (SRO) housing.

This alternative would obstruct some views of Nob Hill currently enjoyed from vantages west of the site, but to a lesser extent than the proposed project due to the alternative's separation of towers. The separation of towers would also reduce the duration and extent of shadows projected by the new structure, compared to the proposed project. Ground-level wind conditions under this alternative would generally be the same as under the proposed project.

Trip generation under this alternative would be about 6,520 daily person trips, about 831 P.M. peak hour person trips and about 353 P.M. peak hour vehicle trips, approximately 358 percent more than

the proposed project. Consequently, traffic and air quality effects on local intersections would be correspondingly higher under this alternative.

ALTERNATIVE C: PRESERVATION

This alternative considers two approaches to incorporating architectural preservation as a project program component:

> *Alternative C-1* would preserve the 1623 and 1629 Pine Street buildings, and develop the interior portions to accommodate approximately 45,000 sq. ft. of commercial office space. The remainder of the site would be developed with two unconnected towers (12 and 13 stories in height) separated by the preserved buildings. The towers would contain a total of about 203,430 sq. ft. of residential space (170 units), about 20,260 sq. ft. of skilled nursing facility space, about 8,980 sq. ft. of personal care space, about 31,440 sq. ft. of ancillary use space. Structural constraints would prohibit construction beneath the preserved buildings; a subterranean parking garage would therefore be limited to the VN SUD portion of the site, and would contain 170 spaces on five levels. The facade design of the towers would be similar to that of the proposed project, except for the area where the Pine Street buildings would be retained.
>
> *Alternative C-2* would preserve the 1623 and 1629 Pine Street buildings facades, and reconstruct the walls and floors of these building to a depth of approximately 65 ft. This portion of the site would accommodate approximately 23,650 sq. ft. of commercial office space. The remainder of the project site would be developed with a single structure, containing a total of about 253,620 sq. ft. of residential space (219 units), about 20,260 sq. ft. of skilled nursing facility space, about 11,280 sq. ft. of personal care space, and about 43,820 sq. ft. of ancillary use space. A four-level subterranean parking garage would be located beneath the entire project site, containing 219 spaces. The new structure would be 11- to 13-stories in height, and would "encapsulate" the rebuilt portions of the 1623 and 1629 Pine Street buildings; there would be no internal connection between these structures.

Alternative C-1

This alternative would retain and attempt to preserve the entire structure of the 1623 and 1629 Pine Street buildings, compared to the proposed project which would demolish both structures. This preservation strategy is intended to ameliorate the impacts associated with demolition of historic buildings. This alternative would not, however, meet the preferred level of preservation identified in an architectural/historical report of the 1623 and 1629 Pine Street buildings: "Retention of the buildings, and a careful, sensitive contextualism applied to the design of additions and/or adjacent new buildings."[3]

This alternative would have land use effects similar to the proposed project: increasing the intensity of past uses and introducing new uses on the site. Construction noise impacts, the potential during construction for encountering subsurface hazardous materials or cultural resources, and visibility of this alternative in the near-, mid- and long-range views would be the similar to the proposed project. Ground-level wind currents would generally be the same as with the proposed project.

This alternative would provide 80 fewer residential units, and approximately 145 more full- and part-time jobs than the proposed project.

Trip generation under this alternative would be about 1,903 daily person trips, about 200 P.M. peak hour person trips, and about 68 P.M. peak hour vehicle trips, approximately 12 percent less than the proposed project. Consequently, traffic and air quality effects on local intersections would be correspondingly lower under this alternative.

Alternative C-2

This alternative would retain and attempt to preserve the facades of the 1623 and 1629 Pine Street buildings, compared to the proposed project which would demolish both structures. This preservation strategy (facadism) is intended to ameliorate the impact of the complete demolition of historic buildings.

This alternative would have land use effects similar to the proposed project: increasing the intensity of past uses and introducing new uses on the site. Construction noise impacts, the potential during construction for encountering subsurface hazardous materials or cultural resources, and visibility of this alternative in the near-, mid- and long-range views would be the similar to the proposed project. Ground-level wind currents along Franklin, Pine and Austin Streets, and at the intersection of Van Ness Avenue and Pine Street, would be similar to the project.

This alternative would provide about 31 fewer residential units and 75 more jobs than the proposed project.

Trip generation under this alternative would be about 1,830 daily person trips, about 205 P.M. peak hour trips, and about 66 P.M. peak hour vehicle trips, approximately 14 percent less than the proposed

project. Consequently, traffic and air quality effects on local intersections would be correspondingly lower under this alternative.

ALTERNATIVE D: THREE-TOWER

This alternative would have the same types and amounts of uses as the proposed project except that, above the podium base, there would three residential towers rather than one, and the podium base itself would be taller (54 ft. compared to 39 ft. at Van Ness Avenue). This alternative would therefore have environmental effects similar to those of the proposed project, except for those impacts related to urban design and visual quality.

This alternative would obstruct some views of Nob Hill currently enjoyed from vantages west of the site, but to a lesser extent than the proposed project due to this alternative's separation of towers. The separation of towers would also reduce the duration and extent of shadows projected by the new structure, compared to the proposed project. Ground-level wind conditions under this alternative would generally be the same as under the proposed project.

---

1. See Appendix F for a detailed description of a life care facility as submitted by the project sponsor.

2. Miscellaneous space is delineated in Table 1, Project Characteristics, and includes housekeeping and storage space (3,316 sq. ft.), mechanical and maintenance space (24,515 sq. ft.), bay window credit space (1,148 sq. ft.), area outside of glass line (10,781 sq. ft.), stairs through garage for residential (819 sq. ft.), and freight elevator overrun (76 sq. ft.).

3. Page & Turnbull, Inc., *Architectural/Historical Report on the two Commercial Buildings at 1623 and 1631 (1629) Pine Street, San Francisco, California*, July 1991, revised October 25, 1991. This report is on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

II. PROJECT DESCRIPTION

A. PROJECT SPONSOR'S OBJECTIVES

The Episcopal Homes Foundation proposes to build a 9-13 story, 109-130-foot-tall life care facility at the block bounded by Van Ness Avenue, Pine Street, Franklin Street and Austin Street. A life care facility is both a licensed residential care facility for the elderly and a skilled nursing facility.[1] The project sponsor's objectives are as follows:

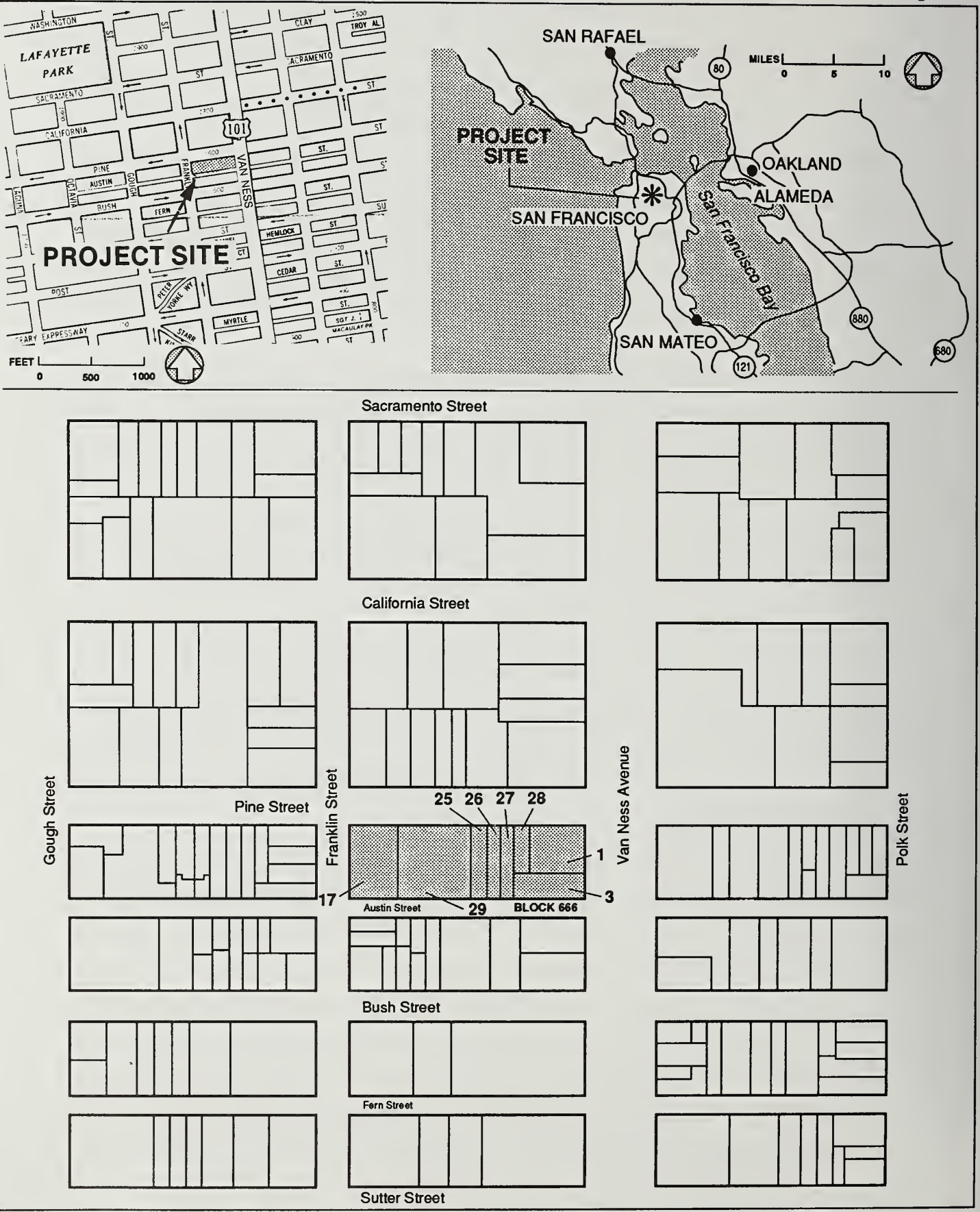
> To provide in a secure environment 250 residential units and a continuum of care to elderly citizens of San Francisco, including full meal service, nursing and hospital care, physician's care, housekeeping and maintenance services, activities programs, and other related services.
>
> The Foundation's philosophy and purpose are dedicated to enhancing the resident's mental health and physical well-being in an atmosphere of motivation and encouragement, in order to build and maintain their independence and self worth.
>
> To allow elderly members of the San Francisco community to remain in the City and to meet the growing demand for life care facilities by the increasing elderly population of San Francisco.[2]

B. PROJECT LOCATION

The proposed project would be located at 1661 Pine Street, the city block bounded by Van Ness Avenue, Pine Street, Franklin Street and Austin Street (see Figure 1, page 18). The 46,170-square-foot (sq. ft.) project site is located on Lots 1, 3, 17, 25, 26, 27, 28 and 29 of Assessor's Block 666. The seven existing structures on the project site are currently vacant, except for the Gita Hotel. After the Loma Prieta earthquake in October 1989, the site's structures contained approximately 60,280 sq. ft. of vacant space, 14,500 sq. ft. of light industrial/wholesale sales space, 12,990 sq. ft. of storage space, 9,000 sq. ft. of automobile service space, 11,600 sq. ft. of parking space, 10,500 sq. ft. of hotel space (about one-half tourist accommodation, and one-half single-resident occupancy), 4,390 sq. ft. business/professional service space, 3,600 sq. ft retail space, 3,400 sq. ft. of institutional space,

1661 Pine Street
Site Location Map

Figure 1



1,500 sq. ft. of restaurant space, and 1,000 sq. ft. of personal service space. These past uses occupied a total of approximately 132,760 sq. ft. of space. Lot 17 at the western end of the project site (about 9,000 sq. ft.) is in an NC-3 (moderate-scale, neighborhood commercial) zoning district, and a 130-E Height and Bulk district. The remainder of the proposed site (about 37,170 sq. ft.) is in both an RC-4 (Residential-Commercial Combined, High Density) zoning district and the Van Ness Avenue Special Use District (VN SUD), subarea 1, and a 130-V Height and Bulk district.

The permitted floor area ratio (FAR) for the NC-3 portion of the site is 3.6:1, exclusive of residential uses. The dwelling unit density in an NC district is governed by the nearest residential zoning district, provided that in an NC-3 district, the dwelling unit density shall not be less than one dwelling unit for each 600 sq. ft. of lot area (*City Planning Code* Section 207.4). The total building envelope is governed by height and bulk restrictions. For purpose of calculating the dwelling unit density for the NC-3 portion of the project site, the nearest residential zoning district is RM-3 which permits one dwelling unit per 400 sq. ft. of lot area for a total of 22.50 units (Section 209.1(k)). Under Section 209.1(m), the dwelling unit density for buildings designed for the exclusive occupancy of senior citizens and handicapped persons may be doubled thereby producing a total of 45 allowable dwelling units for the NC-3 portion of the site. The FAR for the Van Ness Avenue Special Use District is 7:1 inclusive of dwelling units; the dwelling unit density is governed by the maximum FAR, height and bulk. The maximum height in the 130-E and 130-V Height and Bulk districts is 130 feet. The maximum bulk dimensions are 110 ft. in length and 140 ft. in diagonal dimension, above 65 ft. in the 130-E district. In the 130-V district, the City Planning Commission may establish a setback point at a height not less than 50 feet; if it does so the bulk limits above that height are the same as in 130-E.

Pine Street and Austin Street slope uphill towards the west. The difference in grade between Van Ness Avenue and Franklin Street is approximately 17.5 ft, or a slope of about 4.5 percent.

C. PROJECT CHARACTERISTICS

Project characteristics are summarized in Table 1, page 20; the project's relationship to City Planning Code requirements is summarized in Table 2, page 21. The project would be a residential life care facility for the elderly consisting of 250 dwelling units with accessory facilities, an accessory 50-bed skilled nursing facility, an accessory 12-bed personal care unit, about 1,750 sq. ft. of retail space, accessory interior and exterior open space including an enclosed swimming pool and jacuzzi, and about 252 accessory off-street parking spaces on four basement levels, and two off-street loading spaces.

TABLE 1

PROJECT CHARACTERISTICS

USE (in square feet)	VN SUD	NC-3	TOTAL
Residential	**203,360**	72,450	275,810
Accessory[1]	**34,790**	22,960	57,750
Skilled Nursing	**20,210**	0	20,210
Retail	**1,750**	0	1,750
Parking/Loading	107,560[2]	15,020	122,580
Enclosed swimming pool	2,680	0	2,680
Housekeeping/Storage	**0**	3,320	3,320
Mechanical/Maintenance	20,490	4,020	24,510
Bay window credits[3]	840	340	1,180
Area outside glassline[3]	8,910	1,870	10,780
Stairs through garage[3] for residential	590	230	820
Freight elevator overrun[3]	0	80	80
TOTAL	401,180	120,290	521,470
Open Space:			
Common	12,070	1,920	13,990
Private	12,850	4,090	16,940
TOTAL APPLICABLE TO FAR[4]	**260,100**	0	
Site Size/Permitted FAR	37,170/7.0:1	9,000/3.6:1	46,170
Project FAR	7.0:1	0	

1. Accessory residential uses include personal care, kitchen, congregate dining room, lounges, and program and recreational rooms.
2. A portion of this amount could be treated as non-accessory and added to gross floor area if dwelling units are deemed senior units and the parking is determined not required by the City Planning Commission.
3. The following uses are required by the *Planning Code* to be included in the total project gross square footage, but are not chargeable to the FAR: bay window credits (Sec. 102.9(b)(10)); area outside of glass line (Sec. 102.9); stairs through garage for residential (Sec. 102.9(b)(9)); and freight elevator overrun (Sec. 102.9(b)(3).
4. The allowable Floor Area Ratio (FAR) in the VN SUD portion of the site is 7:1, inclusive of dwelling units; the allowable FAR in the NC-3 portion of the site is 3.6:1, exclusive of residential uses. Those uses which are chargeable to the FAR calculation are shown in **bold print**. FAR is shown on the basis that all parking proposed will be required by the City Planning Commission to meet occupant needs pursuant to *City Planning Code* Section 304(d)(2). Because the dwelling units are deemed senior housing, *City Planning Code* Section 151 requires one parking space per five dwelling units. This could result in non-accessory parking causing excess gross floor area. The Commission, pursuant to Section 304, could approve excess floor area if deemed a reasonable modification, and the commission must approve off-street parking adequate for the proposed occupancy.

Source: EIP Associates; Wurster, Bernardi & Emmons; Pettit & Martin.

TABLE 2

PROJECT RELATIONSHIP TO
CITY PLANNING CODE REQUIREMENTS

	Proposed	*Code*
Floor Area Ratio (FAR)[1]		
VN SUD[2]	7.0:1	7.0:1
NC-3	0	3.6:1
FAR in sq. ft.		
VN SUD	260,100 sq. ft.	260,190 sq. ft.
NC-3	0	32,400 sq. ft.
Total	260,100 sq. ft.	292,590 sq. ft.
Height		
VN SUD	109-130 ft.	130 ft.
Mechanical Penthouse[3]	14 ft.	16 ft.
Volume Reduction	yes	yes
NC-3	130 ft.	130 ft.
Mechanical Penthouse	14 ft.	16 ft.
Roof Dimensions[4]	2,010 sq. ft. or 21.1%	30%
Podium	39 ft.	50 ft. max.
Bulk		
VN SUD[5]		
Length	55 ft. above 120 ft. 136 ft. between 109-120 ft. 289.75 ft. below 109 ft. along Pine Street.	no fixed limits; 140 ft. diagonal and 110 ft. length above any setback specified by the City Planning Commission
Diagonal	74 ft. above 120 ft. 153 ft. between 109-120 ft. 312 ft. below 109 ft.	not lower than 50 ft. along Van Ness Avenue and at any height along Pine Street.
NC-3		
Length	90 ft.	110 ft. above 65 ft.
Diagonal	119.5 ft.	140 ft. above 65 ft.
Dwelling Unit Density		
VN SUD	206 units	no limit
NC-3	44 units	23-45 Units[6]
Unit Size Limit for Non-Residential Uses		
VN SUD	n/a	n/a
NC-3	n/a[7]	6,000 sq. ft.
Off-Street Parking[8]	252 spaces	56-256 spaces
Off-Street Freight Loading	2 docks	2 docks

TABLE 2 (Continued)

	Proposed	*Code*
Setbacks		
Van Ness Avenue[9]	20 ft. above 39 ft.	none
Pine Street[9]	zero to 5 ft.	none
Rear Yards		
VN SUD	30% (11,000 sq. ft.)	25% (9,292.5 sq. ft.)
NC-3[10]	26% (2,320 sq. ft.)	25% (2,250 sq. ft.)
Usable Open Space		
VN SUD[11]		
Private	12,850 sq. ft. (82 units)	1,480 sq. ft.
Common[12]	12,070 sq. ft. (124 units)	2,980 sq. ft.
NC-3[14]		
Private	4,090 sq. ft. (17 units)	510 sq. ft.
Common	1,920 sq. ft. (27 units)	1,080 sq. ft.

1. FAR is equal to the gross floor area as defined by the *City Planning Code* divided by lot area. The project site lot sizes are 37,170 sq. ft. in the VN SUD portion of the site and 9,000 sq. ft. in the NC-3 portion of the site.
2. FAR is shown on the basis that all parking proposed will be required by the City Planning Commission to meet occupant needs pursuant to *City Planning Code* Section 304(d)(2). The dwelling units are deemed senior housing and there could be non-accessory parking causing excess gross floor area. This excess could be approved by the Commission pursuant to Section 304 if deemed a reasonable modification.
3. *City Planning Code* (Sec. 260(b)(1)(J)).
4. Percentage coverage computed based on allowable area of potential roof of 9,526 sq. ft. under bulk controls for E Bulk district (Table 270); alternately, if constrained by lot size, coverage would be 22 percent under same method (*City Planning Code* Sec. 260(b)(1)). Actual bulk of building would produce maximum roof area of 6,750 sq. ft. such that percentage coverage would be 29.8 percent. Alternatively, compliance could be approved pursuant to Sec. 304 in accordance with the same rules applied in the VN SUD portion of the site.
5. In the VN SUD portion of the site, the City Planning Commission may establish a height above which the bulk limits apply. The height may not be less than 50 ft. on Van Ness Avenue. A height of 120 ft. (or alternatively, no height) is proposed to be established for such a purpose for the project.
6. The dwelling unit density in an NC district is governed by the nearest residential zoning district, provided that in an NC-3 district, the dwelling unit density shall not be less than one dwelling unit for each 600 sq. ft. of lot area (Sec. 207.4). For the purpose of calculating the dwelling unit density for the NC-3 portion of the site, the nearest residential zoning district is RM-3 which permits one dwelling unit per 400 sq. ft. of lot area for a total of 22.50 units (Sec. 209.1(k)); this amount may be doubled if occupancy is limited to senior and handicapped citizens (Sec. 209.1(m)). The project sponsor must determine whether they will apply for standard housing or senior housing prior to the Planning Commission's consideration of the PUD application. The project sponsor has not yet formally specified whether they are applying for regular or senior housing but have proposed 45 units in the NC-3 portion of the site. Under the PUD application, the sponsor can either request that the residential use be considered senior housing, limit the number of housing units in the NC-3 portion of the site to 44 and request a density increase, or limit the number of housing units in the NC-3 portion of the site to 23 units. See also footnote 8.
7. In the NC-3 portion of the site, an FAR of 3.6:1 is permitted for non-residential uses and each is limited to 6,000 sq. ft. with conditional use approval. Building management, service and circulation space of 5,526 sq. ft., 4,445 sq. ft. of kitchen space, 4,006 sq. ft. of auxiliary dining area, 8,983 sq. ft. of personal care living areas and housekeeping and storage space of 3,316 sq. ft. are considered accessory residential uses. If any were deemed non-residential, the total would not exceed the allowable FAR and each or all could be permitted as conditional uses pursuant to Sec. 304.

TABLE 2 (Continued)

8. Six off-street parking spaces would be required for the skilled nursing facility component of the project (*Code* Section 151 for Hospital Uses). Between 50 and 250 off-street parking spaces would be required for the residential portion of the project depending upon whether the project is considered senior housing or regular housing (*Code* Section 151 for dwelling units and senior housing). If the project sponsor files a PUD application for regular housing, the parking requirement for the housing component of the project would be 250 spaces. If the project sponsor files a PUD application for senior housing and the Zoning Administrator concurs that the project is senior housing as intended by the *Code*, the parking requirement for the housing component of the project would be 50 spaces. Because the sponsor proposes to provide 252 spaces, the project would either have 176 spaces more that the *Code* requires for senior housing or four spaces less than the *Code* requires for regular housing. In either case, the project sponsor will apply for an exception from the *Code's* quantitative parking requirements (for more than the required parking if the project is senior housing or less than the required parking if the project is regular housing). In considering either exception under the PUD application, the City Planning Commission will consider both the quantitative requirements of the *Code* as set forth in Sections 151 and 243, and the adequacy of the parking proposed as set forth in Section 304 and as analyzed in the Transportation Study completed for this project.
9. The City Planning Commission may, but need not, require a setback of up to 20 ft. above a height of not less than 50 ft. along Van Ness Avenue if determined necessary to maintain continuity of the prevailing streetwall (Sec. 253.2(1)). The City Planning Commission may require a setback up to 15 ft. at any height along Pine Street in order to preserve an existing view corridor (Sec. 253.2(2)).
10. In the NC-3 portion of the site, the required rear yard must be provided at the first residential level. The proposed project would provide the rear yard at the second residential level. This deviation would have to be approved as part of the PUD pursuant to Sec. 304.
11. The private usable open space requirement is 36 sq. ft. per unit. However, the requirement is 50 percent of 36 sq. ft. for senior housing (Sec. 135(d)(3)). The common usable open space requirement is 24 sq. ft. (18 sq. ft. x 1.33 sq. ft.) per unit.
12. A total of 13,990 sq. ft. of common usable open space would be provided. Units 310, 311, 316 and 317 would share 1,728 sq. ft. of common usable open space on the third floor east terrace; and units 313, 314, 315, 326 and 328 would share 668 sq. ft. of common open space on the third floor south terrace. All units would have access to 11,595 sq. ft. of common usable open space of which 4,411 sq. ft. would be located at the second level terrace, 2,507 sq. ft. would be located on the roof, 2,757 sq. ft. would be a solarium/swimming pool, and 1,920 would be located in the NC-3 portion of the site on the fourth level.
13. The private usable open space requirement is 60 sq. ft. per unit and 30 sq. ft. per unit for senior housing by reference to the nearest residential district, RM-3. The common usable open space requirement is 39.9 sq. ft. per unit.

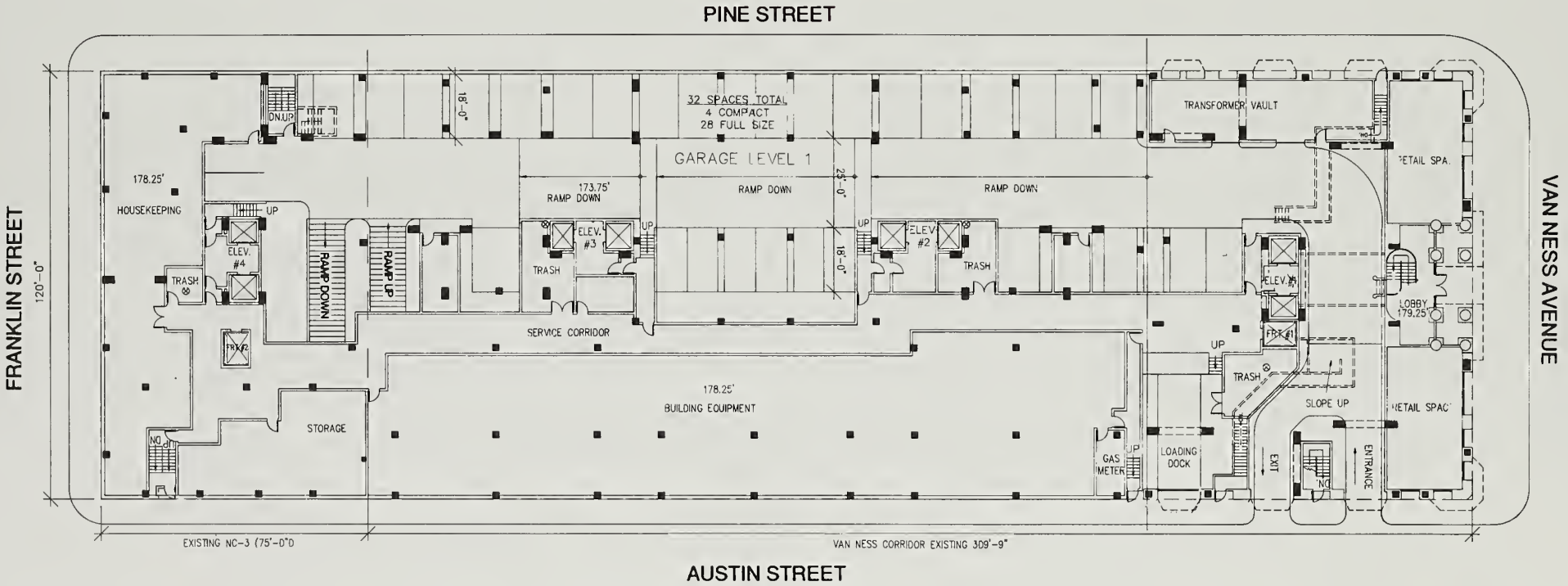
Source: EIP Associates; Wurster, Bernardi & Emmons; Pettit & Martin

The proposed project would have a podium (base) height of about 40 ft. at Van Ness Avenue. The building would vary between nine (9) and thirteen (13) stories, or 109-130 feet in height (see Figures 2-7, pages 25-30). The project would contain the following uses: (1) approximately 275,810 sq. ft. of residential living space (24 studio, 91 one-bedroom, 119 two-bedroom and 16 two-bedroom penthouse units for a total of 250 dwelling units); (2) about 20,210 sq. ft. of accessory skilled nursing facility space; (3) about 57,750 sq. ft. of accessory use space (including a personal care facility, kitchen, congregate dining room, lounges, and program and recreational rooms); (4) about 1,750 sq. ft. of ground-level retail space; (5) about 2,960 sq. ft. of interior open space; (6) about 122,330 sq. ft. of parking and loading space (two ground-level loading docks and about 252 off-street parking spaces on four basement levels); and (7) about 40,655 sq. ft. of miscellaneous space, for a total development of about 521,470 sq. ft.[3] The project would also provide about 30,930 sq. ft. of common and private open space, located on second, third and fourth level terraces and private balconies.

Except for retail and parking, all uses would be new to the site (residential uses in the existing Gita Hotel are not comparable to residential uses provided in a life care facility).

The 40-ft.-tall base would extend to the property lines on all four sides, and would have entrances at mid-block locations on each street. The middle and top portions of the building would be a U-shaped residential tower with heights varying from nine to 13 stories. The massing of the middle and top portions would be broken into seven distinct segments, distinguishable by height, offset facades, color, and design variations of windows, cornices and roofs, and would have continuous floor levels throughout the building from the third to the ninth levels.

The NC-3 portion of the project site (lot 17) would consist of the following: (1) a 12-bed personal care unit of approximately 11,090 sq. ft.; (2) 44 two-bedroom dwelling units of which six would be two-bedroom penthouse units, consisting of approximately 72,450 sq. ft.; (3) about 22,960 sq. ft. of ancillary area, including, but not limited to, administrative offices, kitchen and activity rooms; (4) approximately 15,020 sq. ft. of off-street parking and loading; and (5) approximately 9,860 sq. ft. of miscellaneous space. The floor area ratio (FAR) for the NC-3 portion of the site is 3.6:1, exclusive of residential uses. The dwelling unit density in an NC district is governed by the nearest residential zoning district, provided that in an NC-3 district, the dwelling unit density shall not be less than one dwelling unit for each 600 square feet of lot area (*City Planning Code* Section 207.4). The total building envelope is governed by height and bulk districts. For purpose of calculating the dwelling



SOURCE: WURSTER, BERNARDI & EMMONS

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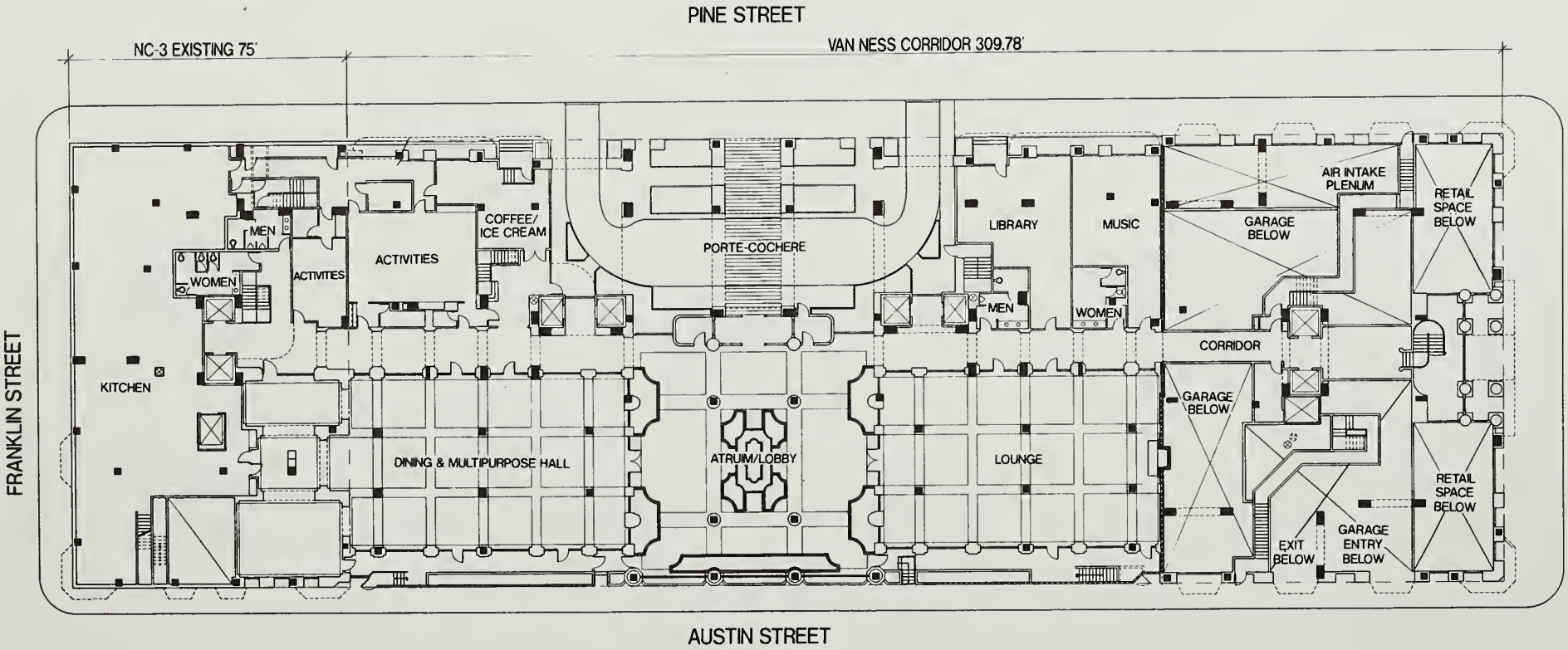
Figure 3



SOURCE: WURSTER, BERNARDI & EMMONS

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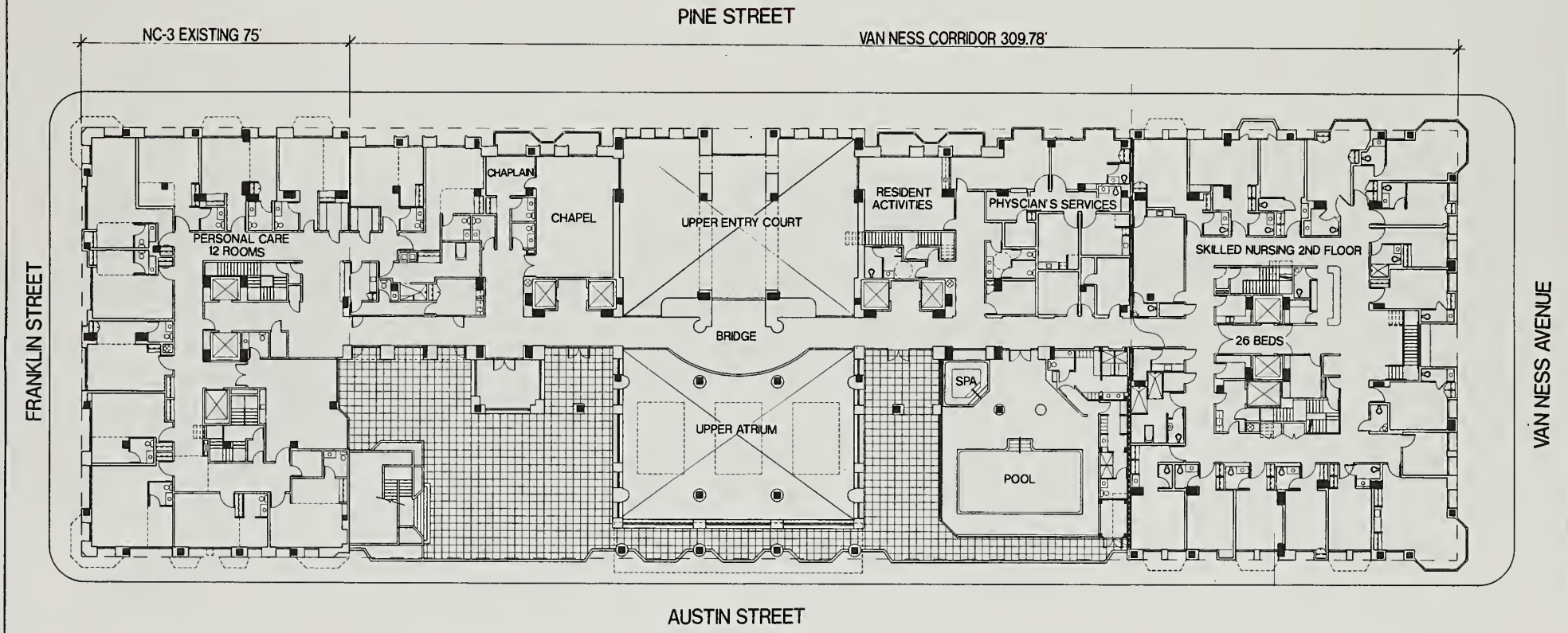
1661 Pine Street
Second Level Plan

Figure 4



SOURCE: WURSTER, BERNARDI & EMMONS

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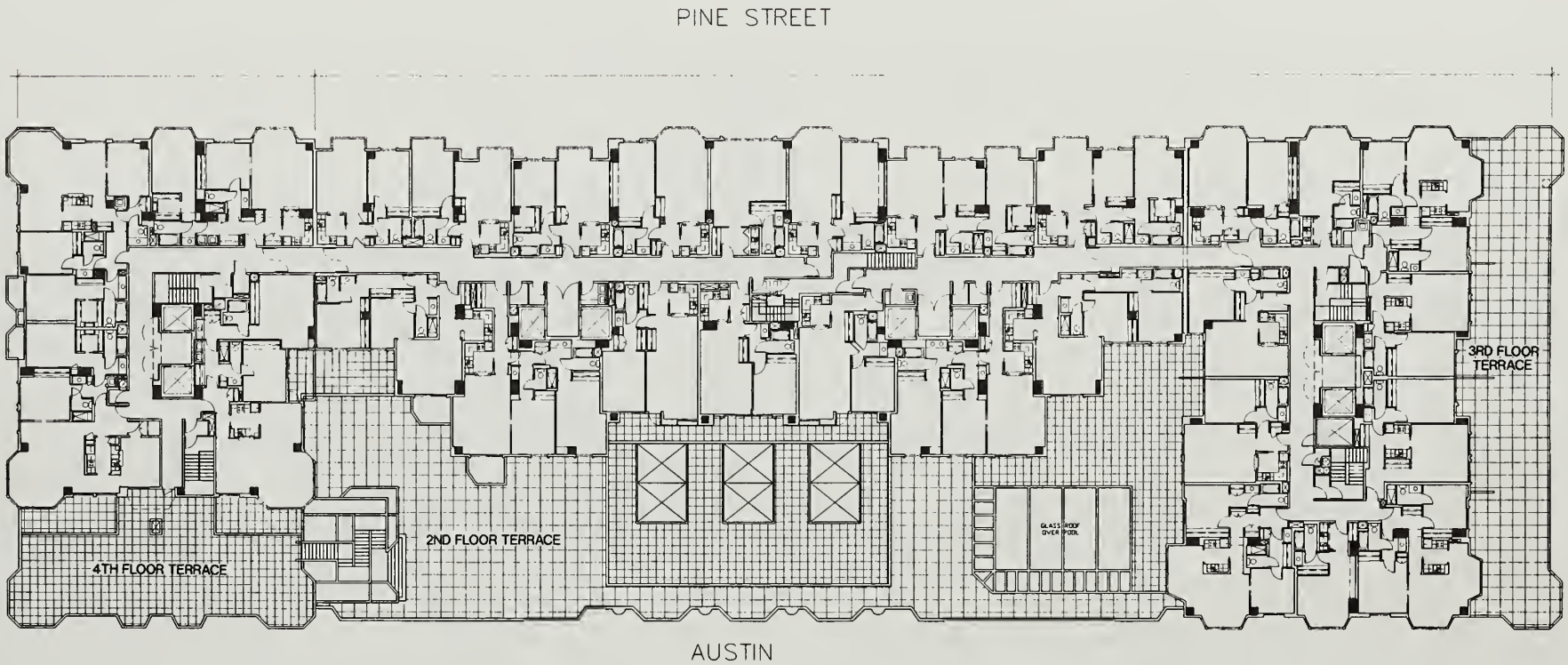
1661 Pine Street
Typical Residential Floor Plan

Figure 5



SOURCE: WURSTER, BERNARDI & EMMONS

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FEET

1661 Pine Street
North Elevation - Pine Street

Figure 6

NORTH ELEVATION (PINE ST.)

SOURCE: WURSTER, BERNARDI & EMMONS

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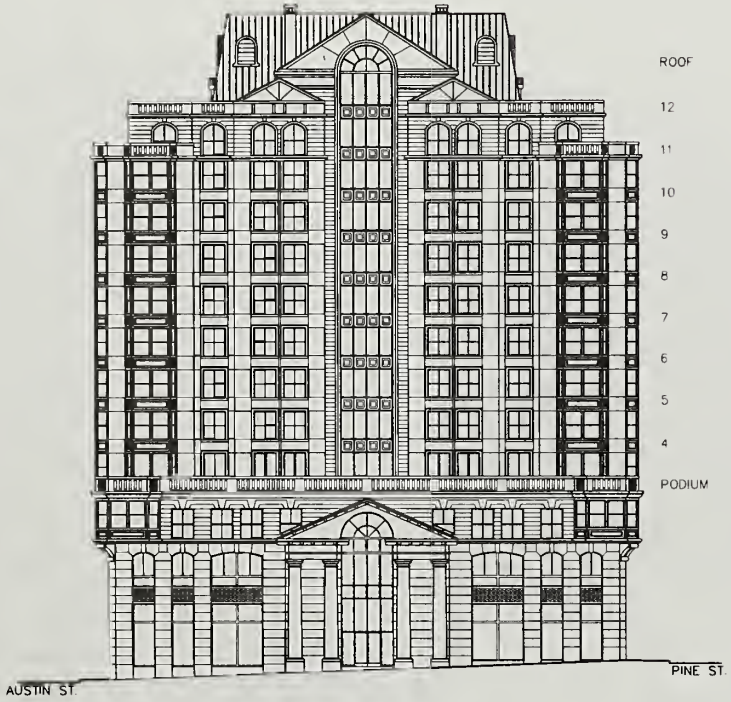
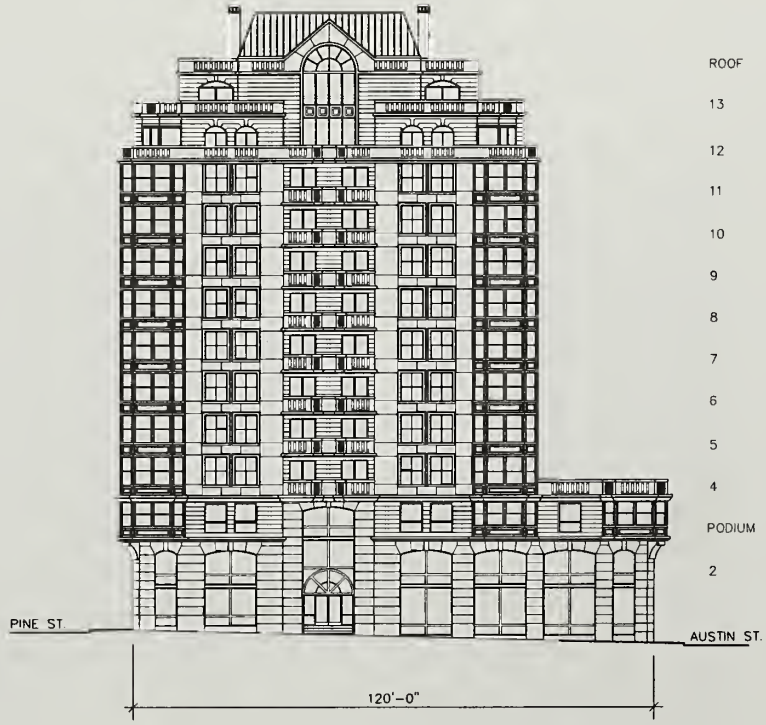
Figure 7



EAST ELEVATION (VAN NESS AVE.)



WEST ELEVATION (FRANKLIN ST.)

SOURCE: WURSTER, BERNARDI & EMMONS

FEET 0 16 32

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unit density for the NC-3 portion of the project site, the nearest residential zoning district is RM-3, which permits one dwelling unit per 400 sq. ft. of lot area for a total of 22.50 units (Section 209.1(k)). Under Section 209.1(m), the dwelling unit density for buildings designed for the exclusive occupancy of senior citizens and handicapped persons may be doubled thereby producing a total of 45 allowable dwelling units for the NC-3 portion of the site.

The FAR for the Van Ness Avenue Special Use District is 7:1 inclusive of dwelling units; the dwelling unit density is governed by the maximum FAR, height and bulk.

The VN SUD portion of the site (lots 1, 3, 25, 26, 27, 28 and 29) would consist of the following: (1) approximately 203,360 sq. ft. of residential living space as follows: 24 studio, 91 one-bedroom, 81 two-bedroom and 10 two-bedroom penthouse units for a total of 206 dwelling units. The studio units would range from about 412 to 580 sq. ft. each, and average 495 sq. ft.; the one-bedroom units would range from about 638 to 835 sq. ft. each, and average 725 sq. ft.; the two-bedroom units would range from about 917 to 1,528 sq. ft. each, and average 1,155 sq. ft.; and the two-bedroom penthouse units would range from about 1,027 to 2,000 sq. ft. each, and average 1,550 sq. ft.; (2) about 1,750 sq. ft. of retail space fronting on Van Ness Avenue; (3) about 32,070 sq. ft. of residential ancillary facilities including lounge areas, dining/multi-purpose room, chapel, music room, pool and spa, library, recreation and assembly rooms; (4) approximately 2,720 sq. ft. of accessory personal care space; and (5) approximately 20,210 sq. ft. of skilled nursing facilities. The new building would completely cover the project site.

Individuals would contract for life care services by paying an entry fee and a monthly fee, which would include three meals per day, living accommodations, supervision, custodial care and various levels of health care services.[4] The average cost per unit per month is expected to be as follows (1991 dollars): approximately $1,460 for studio units; $1,600-2,450 for one-bedroom units; $1,900-2,750 for two-bedroom units and $2,300-3,150 for two-bedroom penthouse units.

The proposed building would have a base, a middle section and a top, each with its own architectural styling, and style variations at each facade. The base would appear rusticated (large masonry blocks separated by deep joints) at all four facades, with accentuated treatments at the four entry points; entry points are located mid-block at each facade.

The middle and top portions of the building would be a single, U-shaped tower 9-13 stories in height, distinguishable by coloring, offset facades, and design variations in the bay windows, cornices and roofs. The tower would have gabled and mansard style roof treatments, including roof decks, as well as simple cornices. The Pine Street entry (the primary access point), leading to an interior automobile courtyard with guest parking, would have a two-story arched opening and wide entry doors for vehicular and pedestrian access. Above this entry, there would be a vertical curtain wall leading up the middle portion to a two-story-tall arched window, flanked by columns, and terminating in a gabled roof, intersected by a mansard roof.

The Van Ness Avenue entry would be similar to Pine Street (the same emphasis on verticality), but would include recessed entry doors flanked by eight large columns (four on each side, two deep) topped with a pediment. The design of this facade is intended to reflect the monumental entrances typically found along Van Ness Avenue. Above the Van Ness Avenue entry (at the top of the 40-ft. tall base) would be an outdoor terrace (for use by building residents) at a depth of 20 feet and running the length of the facade. The east end of the tower would be terminated by a stepped-back mansard roof, but would not include columns as seen in the central portion.

The Franklin Street entry and facade would be the least ornate, with a simple canopied entrance below a vertical row of balconies. The design of this entrance is intended to reflect the simple residential entrances which are typical along this part of Franklin Street.

The Austin Street entry would include a row of engaged columns (as compared to the free-standing columns along Van Ness Avenue). The building's garage entry/exit would be located at the eastern edge of this facade. Above the Austin Street entry would be a large, multiple-level outdoor terrace area, framed by the U-shaped, upper portion of the building at this facade. The outdoor terraces would be landscaped, and would provide a variety of visual interests. Finally, all four entries would be highlighted by variation in sidewalk patterns.

The proposed project would provide an auto entry court with guest parking on Pine Street at the first level, below the central portion. Access to and egress from the project garage would be from Austin Street, at about 35 ft. west of Van Ness Avenue. The project garage would be located on three basement levels, and would contain space for about 252 vehicles, mechanical and maintenance equipment. Two full size, off-street loading spaces would be provided along Austin Street; one adjacent to the garage entrance (to the west), the other approximately 30 ft. east of Franklin Street.

Parking and loading would occupy about 122,330 sq. ft. on the ground floor and four basement levels. Pedestrian access to the project would be from Van Ness Avenue, Pine Street, Franklin Street and Austin Street, at mid-block entrances.

Common open space of about 13,990 sq. ft. would be provided at levels two, three and four, including an enclosed swimming pool and jacuzzi. A total of approximately 16,940 sq. ft. of private open space would be provided in the form of balconies, decks and terraces. The common and private open space proposed exceeds the requirements of *City Planning Code*.

The project would be constructed of reinforced concrete, with an exterior cladding of glass-fiber-reinforced concrete (GFRC) and an exterior, insulation and finish system, or similar materials. No reflective glass would be used.

The proposed project would require the demolition of seven existing buildings, including a 45-unit hotel (24 tourist, 20 residential and one manager's apartment) and two buildings designated significant in the Van Ness Avenue Plan. The project would require approximately 20-40 ft. of excavation below existing basement levels.

D. PROJECT SCHEDULE, COST AND APPROVAL REQUIREMENTS AND MASTER PLAN POLICIES

PROJECT SCHEDULE AND COST

The project sponsor expects environmental review, project review and preliminary design to be completed by Fall 1992. If the proposed project is approved and building permits are issued, construction would take about 28 months after which initial occupancy would occur. Estimated construction cost of the project would be about $55,000,000 (1991 dollars), including excavation, building shell and interior improvements.

APPROVAL REQUIREMENTS

Following a public hearing before the City Planning Commission on the Draft EIR, responses to written and oral comments will be prepared. The EIR will be revised as appropriate and presented to the City Planning Commission for certification as to accuracy, objectivity and completeness. A building permit may not be issued for the project before the Final EIR is certified.

The project sponsor is requesting approval of a Planned Unit Development (PUD) under Section 304 of the *City Planning Code* which requires Conditional Use (CU) authorization by the City Planning Commission. The PUD process allows for development of sites of considerable size (greater than one-half acre) as an integrated unit and permits well-reasoned modifications of certain provisions of the *City Planning Code*. Conditional Use authorization is required for a Skilled Nursing Facility (Section 209.3(c)) in the VN SUD portion of the site, for a building over 40 ft. in height in the VN SUD, and to ensure adequate off-street parking in an amount possibly in excess of what is required by the *City Planning Code*, (Section 243(e)(7)(I)). Exceptions to rear yard, ground level wind current requirements, and for a personal care unit in a NC-3 district may be required.

Prior to issuance of a building permit, the project would require permits for demolition of any buildings remaining on the site. A permit to convert the Gita Hotel to non-residential use was filed in September 1991.

The proposed project would be a licensed residential care facility for the elderly which is regulated by the *California Health and Safety Code*, Section 1569, et seq. (Residential Care Facility for the Elderly). It would operate under a Certificate of Authority as a life-care facility, as defined under *California Health and Safety Code* Section 1770, et seq. These statutes require the project sponsor to pre-sell fifty percent (50%) of the units prior to construction.

The entire east tower portion of the proposed building containing the skilled nursing facility would be required to meet State hospital seismic safety requirements, as outlined in *Health and Safety Code* Section 13133, 15000, et seq., and Title 24 of the *California Administrative Code* (*CAC*). The building permit application for the portion of the project containing the skilled nursing facility will be reviewed and approved by Office of Statewide Health Planning and Development (OSHPD). The remaining portion of the project would be subject to applicable San Francisco ordinances.

The project would also require licensing by the State Department of Health for the operation of a skilled nursing facility.

On November 14, 1986, the voters of San Francisco passed Proposition M, the Accountable Planning Initiative. Proposition M establishes eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of

industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an Initial Study under CEQA or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project or legislation is consistent with the Priority Policies. The City Planning Commission, in its approving or disapproving the proposed project, would make a determination of the project's conformance with the Priority Policies.

MASTER PLAN POLICIES

As noted above, the project would be reviewed by the City Planning Commission in the context of applicable objectives and policies of the San Francisco Master Plan. Some of the relevant objectives and policies of these elements are delineated below.

The Commerce and Industry Element

> Objective 2, to "maintain and enhance a sound and diverse economic base and fiscal structure for the city;" and associated Policy 3, to "maintain a favorable social and cultural climate in the city in order to enhance its attractiveness as a firm location."

The Residence Element

> Objective 13, "to provide maximum housing choice;" associated Policy 2, to "promote adaptability and maximum accessibility of residential dwellings for disabled occupants;" and associated Policy 3, to "increase the availability of units for special user groups with special housing needs including large families, the elderly, and the homeless."

The Van Ness Avenue Area Plan

> Objective 1, to "continue existing commercial use of the Avenue and add a significant increment of new housing;" and associated Policy 1, to "encourage development of high density housing above a podium of commercial uses in new construction or substantial expansion of existing buildings."
>
> Objective 5, to "encourage development which reinforces topography and urban pattern, and defines and gives variety to the Avenue;" associated Policy 2, to "encourage a regular street wall and harmonious building forms along the Avenue;" and associated Policy 4, to "preserve existing view corridors."
>
> Objective 6, to "encourage distinguished architecture whose scale, composition and detailing enhances the overall design structure of the Avenue and relates to human scale;" associated Policy 1, to "design exterior facades which complement and enhance significant works of architecture along the Avenue;" and associated Policy 4, to "differentiate bases of buildings

and incorporate detail at ground level through variety in materials, color, texture and architectural projections. Provide windows with clear glass throughout the building."

Objective 7, to "encourage safe and attractive environments within each mixed use development;" associated Policy 1, to "ensure safety, security, and privacy within new residential developments while encouraging efficient use of common open space areas;" and associated Policy 2, to "provide wind protection and sun exposure to private and common open space areas."

Objective 11, to "preserve the fine architectural resources of Van Ness Avenue;" associated Policy 1, to "avoid demolition or inappropriate alteration of historically and architecturally significant buildings;" associated Policy 3, to "encourage the retention and appropriate alteration of contributory buildings;" and associated Policy 4, to "encourage architectural integration of new structures with adjacent significant and contributory buildings."

The project would develop high density housing above a podium of commercial uses (related to Objective 1, Policy 1), and would develop architecture whose scale, composition and detailing enhances the overall design structure of the Avenue and relates to human scale (related to Objective 6). The project would provide 100 percent disabled-accessible units, and increased availability of housing for the elderly (related to Objective 13, Policies 2 and 3). Objective 11, Policies 1, 3 and 4 of the Van Ness Avenue Plan would be contravened by the proposed project. Overriding considerations related to public health and safety are discussed in detail in Chapter IV.B. Historic, Architectural and Cultural Resources, and Chapter IV.G. Hazards. As noted above, the City Planning Commission will specifically determine the extent to which the project conforms and/or fails to conform with the Master Plan.

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1. See Appendix F for a description of a Life Care Facility as submitted by the project sponsor.

2. The only existing life care facility in San Francisco is The Sequoias, operated by the Presbyterian Church at 1400 Geary Boulevard, which has limited vacancies on two-bedroom and studio apartments, and up to one year waiting on large one-bedroom apartments. A 162-unit senior citizen facility, The Carlisle, nearing completion of construction at 1450 Post Street, about three blocks southwest of the 1661 Pine Street project site, offers condominiums with some similar services.

3. Miscellaneous space is delineated in Table 1, Project Characteristics, and includes housekeeping and storage space (3,316 sq. ft.), mechanical and maintenance space (24,515 sq. ft.), bay window credit space (1,148 sq. ft.), area outside of glass line (10,781 sq. ft.), stairs through garage for residential (819 sq. ft.), and freight elevator overrun (76 sq. ft.).

4. See Appendix G for a description of the life care contracts and the financing structure of a residential life care facility as submitted by the project sponsor.

III. ENVIRONMENTAL SETTING

A. LAND USE AND ZONING

LAND USE

The project site is located in the Van Ness Avenue corridor, and is the city block bounded by Van Ness Avenue, Pine Street, Franklin Street and Austin Street (see Figure 1, page 18). The project site is about two blocks southeast of Lafayette Park, about six blocks north of St. Mary's Cathedral and about ten blocks north of the Civic Center. To the east of the project site is Nob Hill, to the south Civic Center, to the southwest Japantown, and to the west the Western Addition.

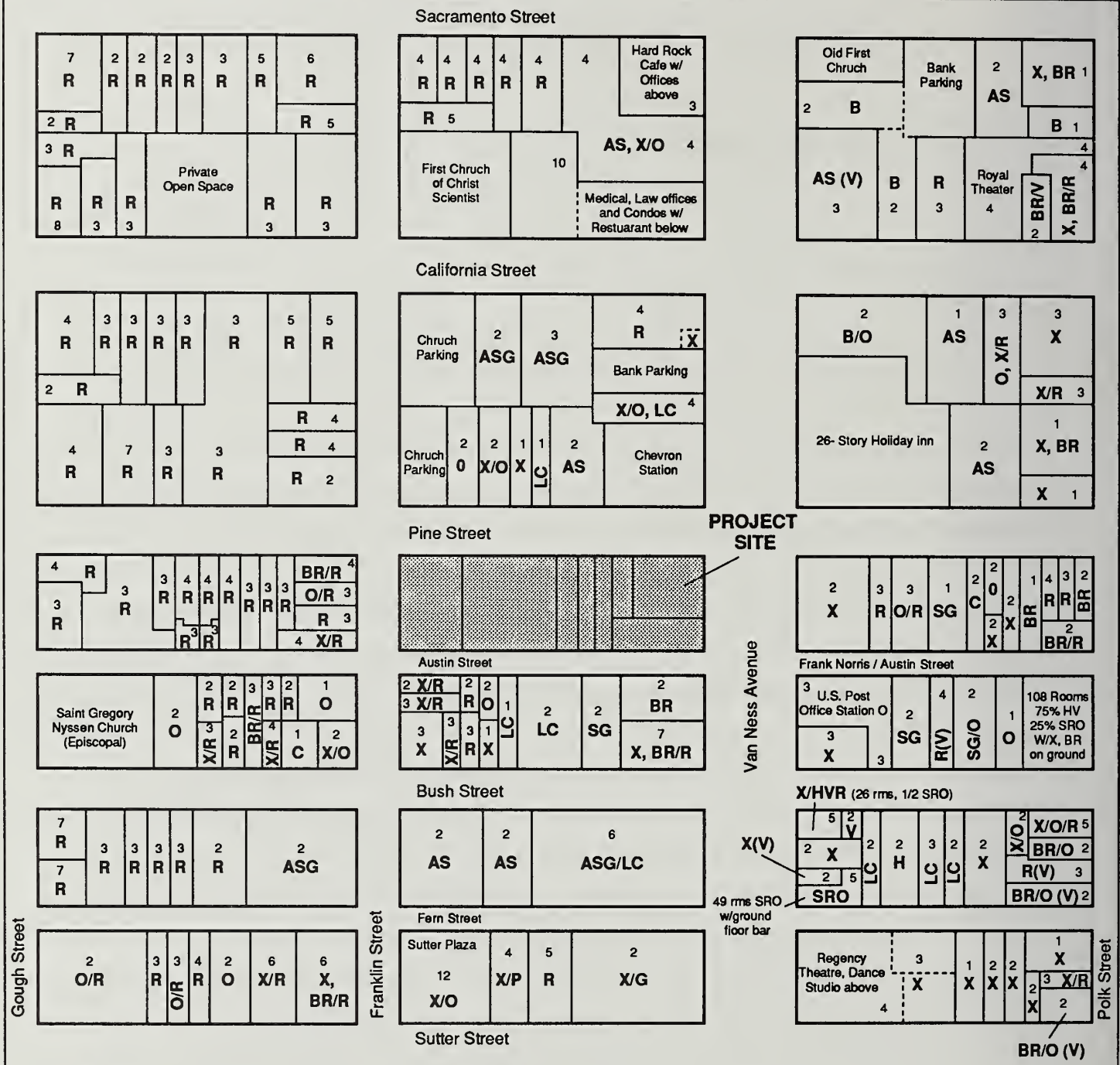
The site contains seven low-rise buildings (six of which are vacant), ranging from one to four stories in height. Previous uses on site included office, restaurant, retail, private business training, auto repair, a gas station and a residential/tourist hotel.

Land uses in the project area include mixed residential and commercial developments, bars and restaurants, hotels and motels, personal and business services, churches, auto sales/service, gas stations, furniture stores, and light industrial manufacturing (see Figure 8, page 38). Buildings to the north and south of the project site are a mix of ground-floor retail, auto sales/service, light industrial/commercial and bar/restaurant uses, frequently with office or residential uses above the ground floor level. Land uses to the east of the project site are similar to those to the north and south, with a higher concentration of bars and restaurants (especially along Polk Street) and include several hotels (with a mix of resident and tourist accommodations), movie theaters and a U.S. Post Office. Land uses to the west and northwest of the project site are predominately residential uses, with some ground-floor uses similar to those described above, and the four-square-block Lafayette Park. There are also a number of prominent churches in the project area.

Van Ness Avenue in the late 1800s was a residential boulevard with relatively little of the industrial activity that characterized development in the South of Market, Mission and North Beach neighborhoods during the same period. After the 1906 earthquake and fire (which destroyed most

1661 Pine Street
Existing Land Uses in Project Vicinity

Figure 8



LEGEND

R Residential	BR Bar/Restaurant	ASG Auto Sales & Service Garage	HV Hotel, Vistor
O Office	C Church/School	G Gymnasium/Dance Studio	HVR Hotel, Vistor/SRO [2]
X Retail	AS Auto Sales	LC Light Industrial/ Commerical	B Bank
V Vacant	SG Service Gargage (auto)	P Parking	H Hospital/Health Care

1. *Ground floor uses listed first; if upper floor uses are different, these uses are separated by a slash. Numbers indicate the number of floors.*
2. *Single-Resident Occupancy.*

SOURCE: EIP ASSOCIATES

89100

FEET 0 100 200

of the east side, and parts of the west side of Van Ness Avenue)[1], the area was developed with commercial uses, including several large department stores and banks, and later with a large number of auto showrooms and garages. Since the late 1970s, auto-oriented businesses have declined, and have been replaced with offices, restaurants and mixed-use residential developments.

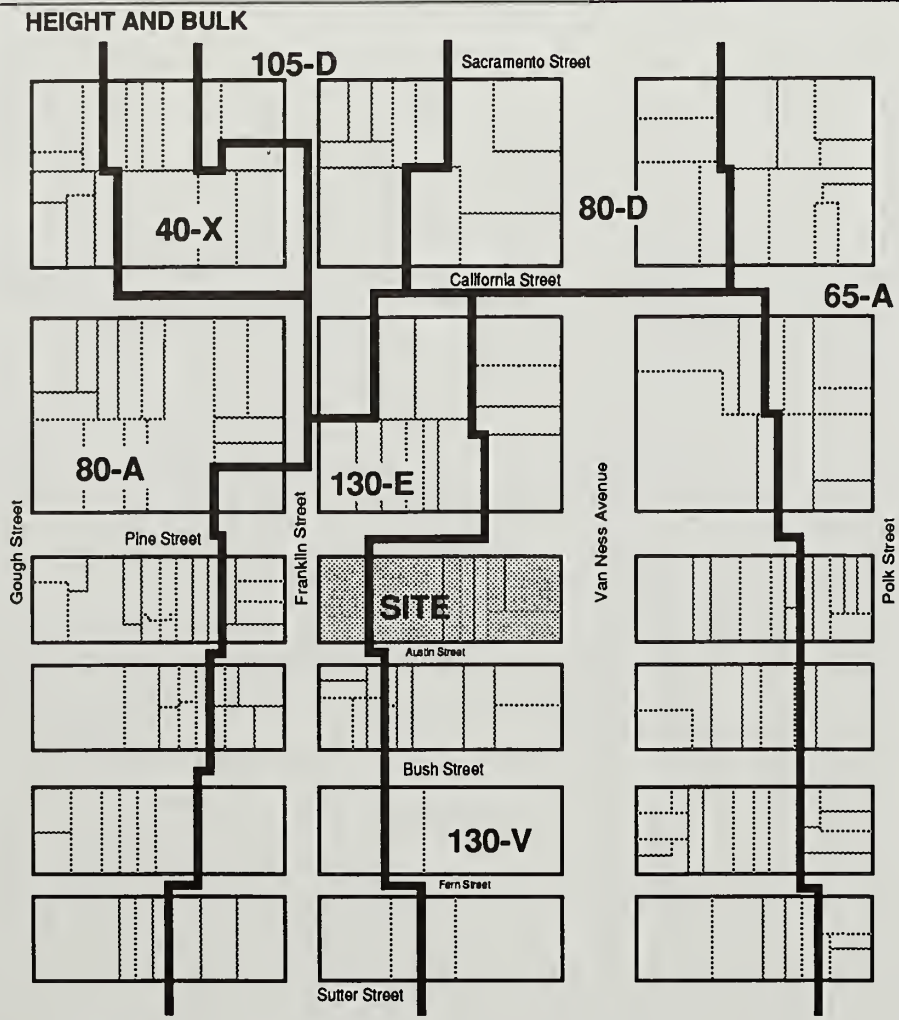
In this area of San Francisco several developments are recently completed, under construction, approved or currently under review. Recently completed developments include: 1700 California Street, an 11-story mixed-use development with ground floor retail, five floors of office, and five floors of residential; and Daniel Burnham Court, a 9-16-story residential/office building at Post Street and Van Ness Avenue. Projects under construction include: a 14-story, 164-unit luxury condominium with a 30,000 sq. ft. ground floor supermarket at 1336 Post Street (replacing the old CALA Foods at that site); a 12-story, 162-dwelling-unit life care facility (The Carlisle) at 1450 Post Street; a 12-story, 72-unit luxury condominium with ground floor retail in the 1300 block of Post Street; a 4-story, low-income, senior housing project above a U.S. Post Office at 1400 Pine Street; and a 6-story, 132 vehicle parking garage above 4,590 sq. ft. of retail at 1399 Bush Street. Projects approved or under review include: an 11-story, 50-unit condominium in the 1300 block of Post Street; a 13-story office/retail/residential building at 600 Van Ness Avenue; a 14-story, 222-dwelling-unit, 7,200 sq. ft. retail project at 650 Van Ness Avenue; a 5-story mixed-use project with 17 dwelling units and 4,800 sq. ft. retail at 900 Van Ness Avenue; a 13-story/8-story, residential/retail development containing 218 dwelling units and 49,000 sq. ft. of retail in two buildings at 1000 Van Ness Avenue; and an 8-story, two-tower-above-podium mixed use development of 163 residential units and 5,700 sq. ft. of retail at 1901 Van Ness Avenue. The amount of development described above is consistent with the growth estimates (1987-2000) contained in the Van Ness Avenue Plan EIR.

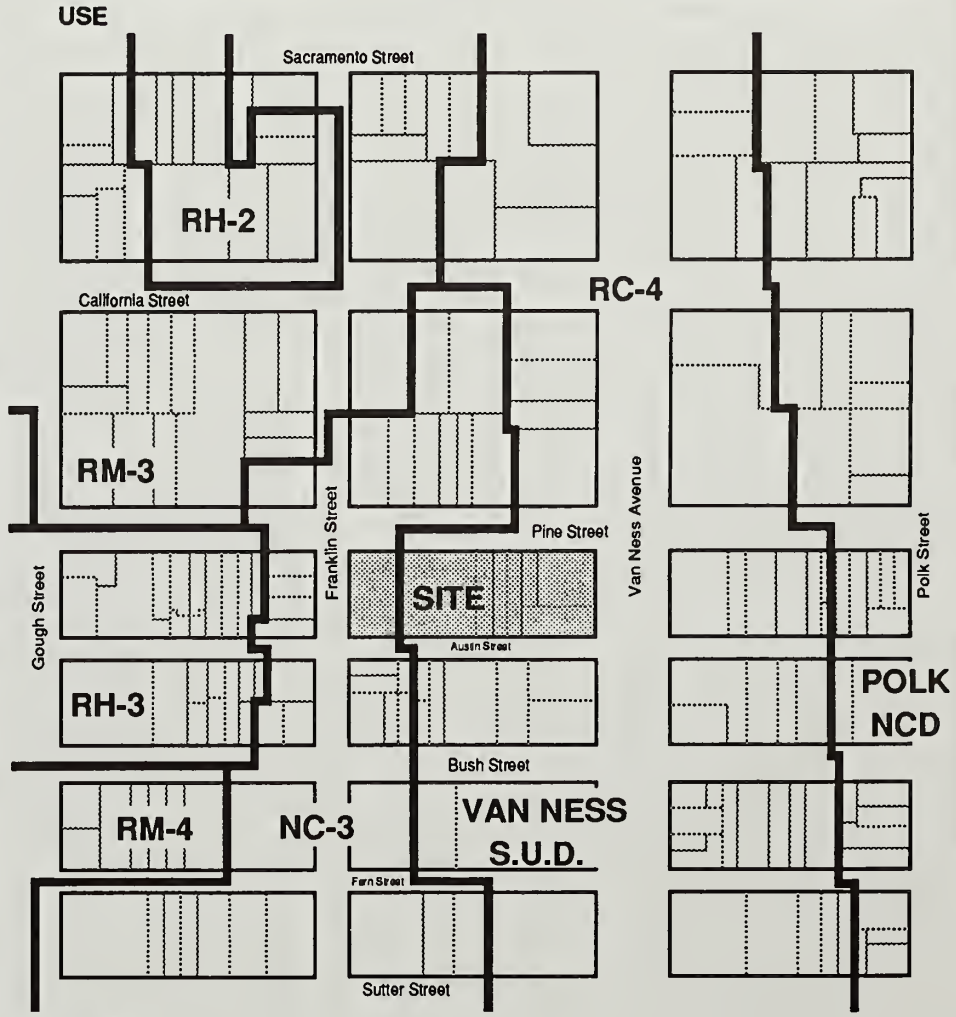
ZONING

The project site is located in two use districts and two height and bulk districts (see Figure 9, page 40). Most of the site (about 37,170 sq. ft., or 81% of the site) is in an RC-4 (Residential-Commercial Combined, High-Density) use district and within the Van Ness Special Use District (VN SUD), subarea 1, and is in a 130-V height and bulk district. The western portion of the site (about 9,000 sq. ft., or 19% of the site) is in the NC-3 (Moderate-Scale, Neighborhood Commercial) use district, and is in a 130-E height and bulk district.

Planning Code Use Districts and Height and Bulk Districts

Figure 9





LEGEND

E Above 65 ft. height, max. plan length 110 ft., diagonal dimension 140 ft.

V Above setback height (Section 253.2) max. plan length 110 ft., max. diagonal demension 140 ft.

LEGEND

S.U.D. Special Use District
NCD Neighborhood Commercial District
NC-3 Moderate-scale Neighborhood Commercial District
RH-2 Residential, House District, Two-Family
RH-3 Residential, House District, Three-Family
RM-3 Residential, Mixed District, Medium Density
RM-4 Residential, Mixed District, High-Density
RC-4 Residential-Commercial Combined District, High-Density

SOURCE: SAN FRANCISCO CITY PLANNING CODE

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The floor area ratio (FAR) for the NC-3 portion of the site is 3.6:1, exclusive of residential uses; the allowable dwelling unit density (based on the dwelling unit density governing the nearest residential district, an RM-3, Residential, Mixed District, Medium Density) is one unit for each 400 sq. ft. of lot area which amounts to 22.5 units. If the project sponsor requests the project to be considered as senior housing, then the density may be doubled to 45 units. The FAR for the VN SUD is 7:1 inclusive of dwelling units; the dwelling unit density is governed by the maximum FAR, height and bulk. The maximum height in the 130-E and 130-V height and bulk district is 130 feet; the maximum bulk dimensions are 110 ft. in length and 140 ft. in diagonal dimension, above 65 ft. for the NC-3 portion; and in the VN SUD above a setback point that may be established by the City Planning Commission at not less than 50 feet.

The VN SUD was established for the purpose of implementing "the objectives and policies of the Van Ness Avenue Plan, an area plan of the San Francisco Master Plan, including (i) creation of a mix of residential and commercial uses on the boulevard, (ii) preservation and enhancement of the pedestrian environment, (iii) encouragement of the retention and appropriate alteration of architecturally and historically significant and contributory buildings, (iv) conservation of the existing housing stock, and (v) enhancement of the visual and urban design quality of the street." (*City Planning Code* Section 243(b).)

Zoning in the site vicinity (see Figure 9, page 41) includes RM-3 (Residential, Mixed, Medium Density); RH-2 (Residential, House, Two-Family); RC-4 (Residential-Commercial Combined, High-Density)) and the VN SUD to the north; the Polk NCD (Neighborhood Commercial District), a pocket area of P (Public Use) and RC-4 to the east; the North of Market Residential S.U.D. with RC-4 base zoning to the southeast; the RC-4, VN SUD and NC-3 (Moderate-Scale, Neighborhood Commercial) to the south; and a mix of RH-3 (Residential, House, Three-Family), RM-2 (Residential, Mixed, Moderate Density), RH-2, and RM-1 (Residential, Mixed, Low Density) to the west.

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1. There are ambiguous historical records concerning the extent of the Great Fire that followed the 1906 earthquake, and if the project site was burned. For a detailed discussion of this issue, please refer to the archival site history of the proposed project (Dr. Allen Pastron, Archeo-Tec, June 14, 1989) and its supplement, both on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

B. HISTORIC, ARCHITECTURAL AND CULTURAL RESOURCES

HISTORIC/ARCHITECTURAL RESOURCES

The site is occupied by seven buildings: (i) two-story, 1441-1465 Van Ness Avenue; (ii) two-story, 1431-1439 Van Ness Avenue; (iii) one-story, 1611 Pine Street; (iv) two-story, 1615 Pine Street; (v) the four-story, Gita Hotel at 1617-1619 Pine Street (containing 24 tourist rooms, 20 single-resident rooms and one apartment); (vi) three-story, 1623 Pine Street; and (vii) three-story, 1629 Pine Street. A one-story building at 1699 Pine Street (a former gas station service building) was demolished in 1991.

Numerous buildings of architectural and historic significance in the site vicinity have been inventoried by three architectural surveys; the Department of City Planning 1976 survey, the Foundation for San Francisco's Architectural Heritage survey, and the Van Ness Avenue Plan survey.

The San Francisco Department of City Planning conducted an extensive but spot inventory of architecturally significant buildings in 1976. In this 1976 Department of City Planning Architectural Inventory, approximately ten percent of the City's entire stock of buildings was awarded a rating for architectural merit ranging from a low of "0" to a high of "5". The total number of buildings which were rated from "3" to "5" represents less than two percent of the City's entire stock of buildings.

The project site and surrounding area were not included in the 1979 Foundation for San Francisco's Architectural Heritage (Heritage) survey of buildings of architectural and historic merit, as that survey encompassed only the Downtown C-3 zoning districts, which currently ends to the east and south of the project site. Under contract with the Department of City Planning, Heritage has since expanded its survey boundaries and has conducted preliminary ratings of buildings in parts of the city other than the Downtown. The project site falls within the boundaries of this survey area. The survey rated buildings from a high of "A" (Highest Importance) to "D" (Minor or No Importance). The criteria used in the evaluation were based on guidelines of the National Trust for Historic Preservation, The National Register of Historic Places and the State Historic Resources Inventory. These ratings are under review and subject to approval by the Department of City Planning; they have not been officially adopted.

The Van Ness Avenue Plan, an area plan of the Master Plan of the City and County of San Francisco, has identified a number of buildings as architecturally and historically significant, and has established building-specific guidelines. In addition, the Van Ness Avenue Plan identifies another group of buildings, referred to as contributory buildings, which, although of lesser importance than buildings rated significant, are in harmony with landmark-quality buildings. The Van Ness Avenue Plan discourages demolition or inappropriate alteration of buildings designated significant and contributory.

The two-story, 1441-1465 Van Ness Avenue building was built in 1913. It is situated at the southwest corner of Van Ness Avenue and Pine Street. The building was designed by architect D.C. Coleman. It is a two-story brick building, and is shown on the 1913 Sanborn Insurance map and on the 1929 map update. The building is currently vacant; the most recent uses of the building were for the Barbary Coast financial institution and Pactel Information Systems. It is a simple Italianate building which has probably been remodeled. The building was rated contributory in the Van Ness Avenue Plan.

In 1911, an L-shaped building with frontages on Van Ness Avenue and Pine Street (1431-1439 Van Ness Avenue, 1611 Pine Street) was built of reinforced concrete construction. The building was designed by McDonald & Applegarth Architects, and wrapped around the 1441-65 Van Ness Avenue building. The building was originally occupied by the Fisk Rubber Company and served in that capacity until at least 1921. Since its original construction, the building has been permanently divided into two structures, hence its address. The 1431-39 Van Ness Avenue building is currently vacant; the most recent uses included offices, food service, a school of massage therapy and a travel agency. The building is rated "1" in the 1976 Department of City Planning survey, "C" by Heritage and contributory by the Van Ness Avenue Plan. The 1611 Pine Street building is not rated.

The two buildings at 1623 and 1629 Pine Street were designed by San Francisco architect Moses J. Lyon (1868-1944). The Van Ness Avenue Plan describes these buildings as "not quite twins," intended to "attract the carriage trade of fashionable Van Ness Avenue and Pacific Heights." The 1629 Pine Street building was built around 1884 of wood and brick construction, was remodelled around 1895, and again in 1905. The 1623 Pine Street building was built of brick construction in 1905, and remodelled in 1908. In the last quarter of the Nineteenth Century, the 1623 and 1629 Pine Street buildings were occupied respectively by a blacksmith/carriage maker and other stable uses. The

facades of each building, the aspect considered most relevant to their architectural ratings, are associated with the turn-of-the-century Colonial Revival style, and both show evidence of remodeling. Other San Francisco buildings designed by Moses J. Lyon include the Pacific Hall (1895) at 1881 Bush Street, the Alto Building (1902, 1907) at 381-383 Bush Street, and residences at 2134, 2209, and 2256 Van Ness Avenue. The two buildings are both rated "2" in the 1976 Department of City Planning survey, "B" by Heritage, and are identified as significant in the Van Ness Avenue Plan. The 1623 Pine Street building is also identified as architecturally and/or historically significant in the architectural survey associated with the recently completed Unreinforced Masonry Building (UMB) study, adopted by the Landmarks Preservation Advisory Board (LPAB) on February 6, 1991.

There are ambiguous historical records concerning the extent of the Great Fire that followed the 1906 earthquake, and if the project site was burned.[1] If the fire did consume buildings on the project site, then the existing 1623 and 1629 Pine Street buildings would have been built after the fire. In the opinion of a consulting architectural historian, the latter scenario does not diminish the architectural merit of the structures.[2]

Both buildings suffered damage in the 1989 Loma Prieta Earthquake, and were initially yellow-tagged (limited access, dangerous conditions believed to be present) by the San Francisco Bureau of Building Inspection. Existing cracks in the buildings have shown signs of enlargement since the structures were yellow-tagged. Consequently, a detailed damage survey was prepared, and its findings prompted the San Francisco Department of Public Works to pursue emergency stabilization measures.[3] The Department of Public Works retained an independent engineering firm to review the damage report and stabilization measures, and to perform a site inspection.[4] Based on the findings of the independent engineering firm, the buildings have been red-tagged (unsafe for occupancy or entry, except by authorities).

None of the buildings is a City Landmark, listed on the National Register of Historic Places, or regulated under Article 10 of the *City Planning Code* which controls proposed alterations to locally designated landmarks and historic districts, or Article 11, which controls certain proposed alterations to architecturally and/or historically designated buildings in the C-3 zoning districts.

CULTURAL RESOURCES

There is no recorded occupation or use of the project site during the Prehistoric/Protohistoric period (ca. 6000 B.C. to 1775 A.D.).[5] The location of the site on the slope of a hill, at a distance from the then bountiful marsh areas of the Bay, and away from streams or other sources of fresh water, makes it an unlikely location for Prehistoric/Protohistoric occupation. There is also considered to be little or no possibility of encountering cultural material from the Spanish/Mexican (1775-1848) or Early American (1846-1848) periods. Until the discovery of gold, maritime traffic in San Francisco Bay was limited. All available evidence suggests that during this Early American period, the present site remained in a completely natural state, uninhabited and undeveloped.

Between 1849 and 1857, San Francisco was the scene of an unprecedented boom in both population and construction. Even though growth was the dominating theme in the downtown area of San Francisco during those years, the project site lay far to the west of the growth activity, and as far as can be determined from documentary sources, there was no impact at all on the subject parcel during this period. It is not until 1857 that the U.S. Coast and Geodetic Survey map affords a detailed view of the 1661 Pine Street project site at the close of the Gold Rush period. Although buildings appear to the northwest and two blocks to the east and north of the site, there is no activity to the southwest or on the site itself.

The first documented occupation of the project site took place in the late 1860s. The U.S. Coast Survey Chart made in 1869 shows a building situated along Pine Street in the center of the block, and another, smaller building at the corner of Franklin and Austin Streets; the rest of the block remained undeveloped at this time.[6] The surrounding area had a pattern of scattered buildings, with an abundance of open space, indicating that the area was still on the outskirts of the densely settled parts of San Francisco. Archival research indicates that the site contains little or no cultural resources which precede the middle-to-late 1850s, and that none of the documented uses on the project site appear to have been associated with historically significant persons or events. There are, however, several interesting stories related to past uses on the site. Charles S. Howard, the original owner of the 1615 Pine Street building, set an overland record in 1907 for having driven from San Francisco to Oakland in only five hours (via San Jose). The Thomas Kelly & Sons Stables was said to have been the largest stable of its time, west of Chicago. And, most notably, the fire that followed

the 1906 earthquake was contained at the western boundary of the City by Van Ness Avenue, except for a short stretch on the west side of Van Ness Avenue near the project site.

Archaeological deposits associated with the Late Gold Rush, City Building and Late Nineteenth Century periods could also exist on the project site.

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1. Archeo-Tec, Inc., *Supplementary Cultural Resources Evaluation of the 1661 Pine Street Project (Formerly Known as the San Francisco Towers Project), San Francisco, California*, November 14, 1991. A copy of this report is on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

2. Page & Turnbull, Inc., *Architectural/Historical Report on the two Commercial Buildings at 1623 and 1631 (1629) Pine Street, San Francisco*, July 1991, revised October 25, 1991. This report is on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

3. EQE Engineering and Design, *Seismic Evaluation and Strengthening Studies of 1623 and 1629 Pine Street Buildings, San Francisco, California*, November 1991. A copy of this report is on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

4. Degenkolb Structural Engineers, *Emergency Shoring Program for Seismically Damaged Buildings-1623 and 1629 Pine Street*, August 28, 1991. A copy of this report is contained in Appendix H of the EQE Engineering and Design report referenced above, and is on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

5. Archeo-Tec, Inc., *Archival Site History of the Proposed San Francisco Towers Project, San Francisco, California*, June 14, 1989. A copy of this report is on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco. The name of the project has since been changed to 1661 Pine Street.

6. 1869 U.S. Coast and Geodetic Survey Chart for San Francisco.

C. URBAN DESIGN AND VISUAL QUALITY

Van Ness Avenue is identified in the Urban Design Element of the San Francisco Master Plan as one of the streets most significant to the perception of the city pattern, and as an orientation point for city travellers. Although Van Ness Avenue peaks at a 190-ft. elevation on its north-south axis between Pine and Washington Streets (one block from the project site), it also lies within a valley between the two 320-foot peaks of Lafayette Park (about two blocks northwest of the site) and Nob Hill (about five blocks east of the site). Pine Street and Austin Street, the north and south boundaries of the project site, slope uphill towards the west. The project site is at a slope of about 4.5 percent, a difference in grade between Van Ness Avenue and Franklin Street of about 17.5 feet.

The project site contains seven structures ranging from one to four stories in height, and includes four buildings rated in the Van Ness Avenue Plan (VNAP) for their architectural merit (see Figures 10-13, pages 48 to 51). Although many of the buildings in the project area are low rise, 1-6 stories in height, there are also buildings ranging from 10-26 stories in height which punctuate the skyline. There is the 26-story Holiday Inn building (at the northeast corner of Van Ness Avenue and Pine Street), the 11-story 1700 California Street mixed use building (at the northwest corner of Van Ness Avenue and California Street), the 9-16-story Daniel Burnham Court residential/office building (at Post Street and Van Ness Avenue) and the 11-story Saint Francis Memorial Hospital (at the southeast corner of Pine and Hyde Streets).

The project area contains a number of older buildings which are of noteworthy architectural style, detail, scale and material. Many of these buildings have been rated for their architectural and historic merit (See Chapter IV.B., Historic, Architectural and Cultural Resources, page 79, for discussion). Older buildings with their richly textured materials, architectural style and decorative embellishments, not only provide a link with the past and create a sense of continuity, but also provide a richness of character, human scale and neighborhood identity. They help characterize many neighborhoods in the city and establish landmarks and focal points that contribute to the city pattern and areawide urban design.

The buildings currently on site are visible from points in the immediate project vicinity, and to a lesser extent from points several blocks away from the site. The site is most visible from the north

1661 Pine Street
Project Area Photograph
Southwest from the Van Ness Avenue/Pine Street Intersection

Figure 10

SOURCE: EIP ASSOCIATES

1661 Pine Street
Project Area Photograph
Aerial View Looking Southeast

Figure 11

89100

SOURCE: SQUARE ONE FILM & VIDEO

PROJECT SITE

1661 Pine Street
Project Area Photograph
1623 and 1629 Pine Street Facades

Figure 12

1623 Pine Street — 1629 Pine Street

SOURCE: PAGE & TURNBULL, INC.

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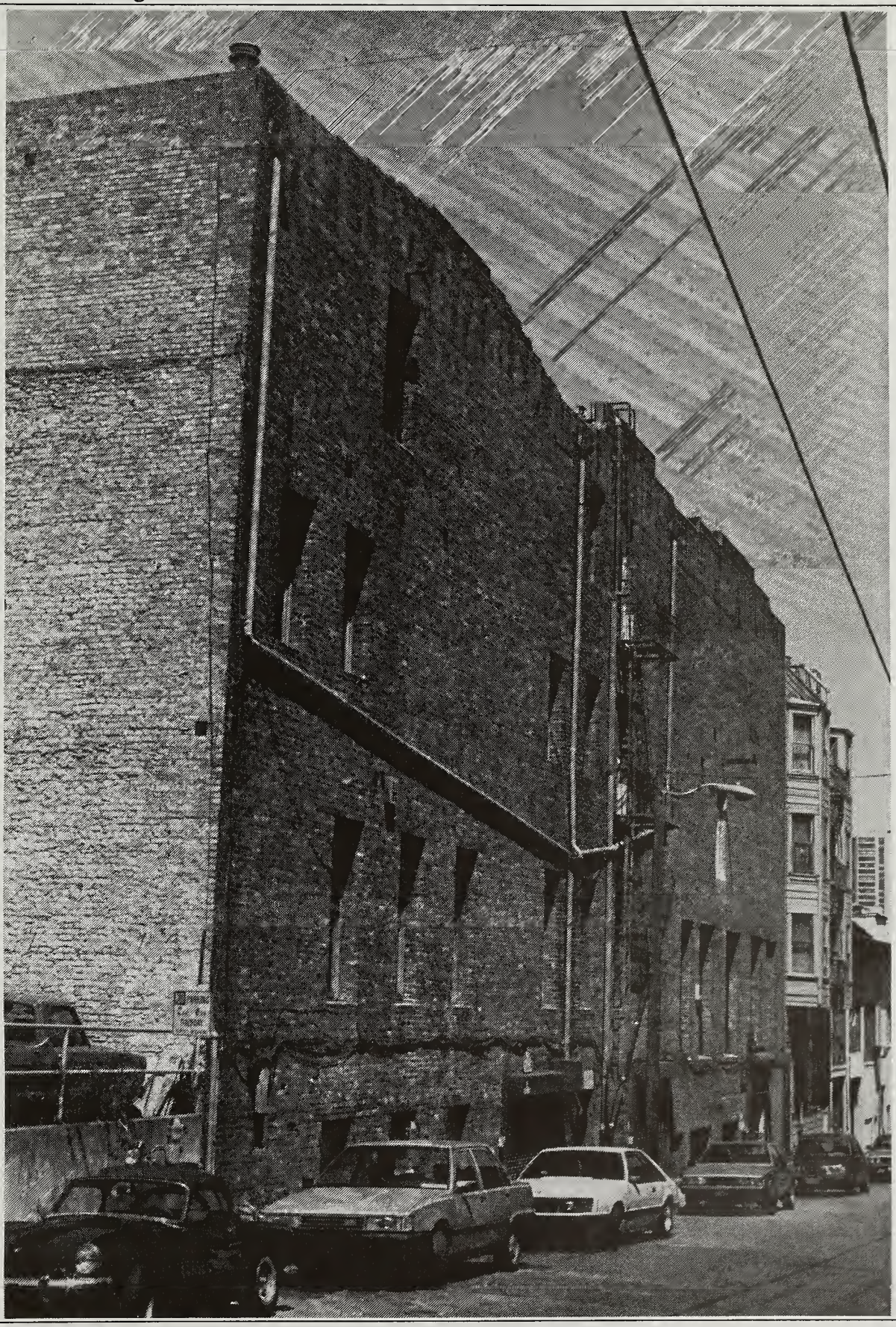
1661 Pine Street
Project Area Photograph
Austin Street Frontage

Figure 13



SOURCE: PAGE & TURNBULL, INC.

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side of Pine Street between Franklin and Polk Streets, and on Franklin Street between California and Bush Streets. The project site is visible from Van Ness Avenue; on the east side south of Bush Street, mature street trees in the roadway median and on the east sidewalk partially obstruct this view. Views of the project site from Lafayette Park (two blocks northwest) are almost entirely obscured by mature trees in the park itself, and the surrounding residential buildings (many of which are in the 4-8-story range). In addition, mature street trees along the south side of Pine Street (adjacent to the site) largely obstruct views, from the north Pine Street sidewalk, of the facades of the historic structures on site. It should be noted the view blockage by mature trees only occurs during part of the year, as many trees are deciduous (shedding leaves annually).

The largest unobstructed views from the project site (at street level) are to the east, where the buildings of Nob Hill are clearly visible. To a lesser extent, there are views to the north up Van Ness Avenue, and to the west up Pine Street. From the rooftop of the existing buildings on site, broad views are available in all directions.

D. SHADOW AND WIND

SHADOW

The seven existing buildings cast shadows on the streets and sidewalks in the project vicinity. Existing and project shadow patterns for various times of the day and year are discussed in detail in Chapter IV.D, Environmental Impacts, pages 91-98. Sunlight requirements under the *City Planning Code* are discussed on page 96.

WIND

U.S. Weather Bureau and Bay Area Air Quality Management District data show that westerly (i.e., from the west) to northwesterly winds are the most frequent and strongest winds during all seasons in San Francisco.[1] Of the 16 primary wind directions measured at the Weather Bureau station (at a height of 132 ft.), four directions comprise the greatest frequency of occurrence as well as the majority of strong wind occurrences; these are northwest, west-northwest, west and west-southwest. Calm conditions occur about two percent of the time.

Average wind speeds are highest in the summer and lowest during the winter months. However, strongest peak winds occur in winter, when speeds of 47 miles per hour (mph) have been recorded.[2] The highest average wind speeds are in the mid-afternoon, and the lowest are in the early morning.

Pedestrian Comfort and Wind Criteria

Wind conditions partly determine pedestrian comfort on sidewalks and in other public areas. In the project area, mid-rise buildings can redirect wind flows around buildings and divert winds downward to street level; each can result in increased wind speed and turbulence at street level.

In order to provide a comfortable wind environment for people in the Van Ness Avenue Special Use District (VN SUD), Section 243(c)(8)(A) of the *City Planning Code* establishes an equivalent (includes the effects of turbulence) wind speed (as defined in the *Code*) of 7 and 11 mph as comfort criteria and 26 mph as a wind hazard criterion. Section 243(c)(8)(A) sets comfort levels of 7 mph equivalent wind speed for public seating areas and 11 mph equivalent wind speed for areas of substantial pedestrian use. New buildings and additions to buildings may not cause ground level winds

that would exceed these levels more than ten percent of the time year around between 7:00 a.m. and 6:00 p.m.[3] If existing wind conditions exceed the comfort level, Section 243(c)(8)(A) calls for new buildings and additions to be designed to reduce ambient wind speeds to meet the requirements.

Exceptions may be requested under Section 243(c)(8)(A) of the *City Planning Code*; however, no building or addition would be permitted that would cause wind speeds to exceed the hazard level, defined as an hourly average of 26 mph, for more than a single hour of any year.

Existing and project-generated wind conditions are discussed in Chapter IV.D., Environmental Impacts, pages 97-98 and Appendix D, pages A-57 - A-61.

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1. The U.S. Weather Bureau data used in this analysis were originally gathered at the weather station atop the old Federal building at 50 United Nations Plaza during the years 1945-50. Data were taken hourly, annually for 16 wind directions. The data base, comprising of 32,795 hourly observations, is of sufficient length to provide a reliable estimate of future climatic conditions in San Francisco.

2. E. Jan Null, Climate of San Francisco, NOAA Technical Memorandum, NWS WR-126, February 1978.

3. Section 243(c)(8)(A) of the *City Planning Code* specifies the hours of 7:00 a.m. to 6:00 p.m. The available weather data that include that interval covers the hours of 6:00 a.m. to 8:00 p.m. Thus, observation from two additional evening hours and one additional morning hour are included in these data. Because, in general, winds are stronger in the afternoon and evening than in the morning, this approximation is conservative; it is likely to overestimate the existing and projected wind speeds.

E. TRANSPORTATION

This section describes the transportation setting of the project site, in terms of major circulation routes, existing transit service, on- and off-street parking conditions, existing pedestrian conditions, and peak period traffic conditions.

MAJOR CIRCULATION AND TRANSIT ROUTES

The Primary Vehicular Streets in the vicinity of the project site as designated by the Transportation Element of the Master Plan[1] are the following: Pine Street, Bush Street, Geary Street, Franklin Street, Van Ness Avenue and Gough, Larkin and Hyde Streets south of Pine Street. Bush Street is an eastbound one-way street. Geary Street (east of Gough Street) and Pine Street are westbound one-way streets. Larkin Street (south of California Street) and Franklin Street are northbound one-way streets. Gough Street (south of Sacramento Street) and Hyde Street (south of California Street) are southbound one-way streets. Van Ness Avenue is a two-way north-south street. Austin Street is a westbound one-way alley that runs in between and parallel to Bush and Pine Streets from Larkin Street to Octavia Street (see Figure 14, page 56).

The Transit Preferential Streets in the vicinity of the project site are the following: Sutter Street, Van Ness Avenue, Geary Street, O'Farrell Street, Polk Street north of O'Farrell Street, Hyde Street north of California Street, California Street east of Van Ness Avenue, Sacramento, Clay and Post Streets east of Gough Street and Gough Street between Clay Street and Sacramento Street.

Geary, O'Farrell and Polk Streets have been designated as Preferred Commute Bike Routes in the Transportation Element of the City's Master Plan. Additionally, Post Street west of Pine Street, Pine Street between Polk Street and Larkin Street, and Gough Street between Post Street and Geary Street have been designated as Preferred Commute Bike Routes.

Regional access to and from the East Bay, South Peninsula and North Bay is available via Van Ness Avenue to U.S. 101 and I-80. Franklin Street provides access to U.S. 101 northbound via Lombard Street.

1661 Pine Street
Flow Direction of Streets in Project Area

Figure 14

SOURCE: DKS ASSOCIATES

89100

FEET 0 100 200

Adjacent to the project site, Bush, Pine and Franklin Streets are striped for three lanes of through traffic. Metered curb parking is available on both sides of each of these streets adjacent to the project site. On-street parking is prohibited on one side of Bush, Pine, and Franklin streets during A.M. and P.M. peak periods. This creates an additional travel lane during peak periods which in turn provides additional capacity. Van Ness Avenue adjacent to the project site is striped for six lanes of through traffic, three lanes in each direction. Left turn lanes are provided on Van Ness Avenue at Bush Street for southbound traffic and at Pine Street for northbound traffic. Metered curb parking is available on both sides of Van Ness Avenue.

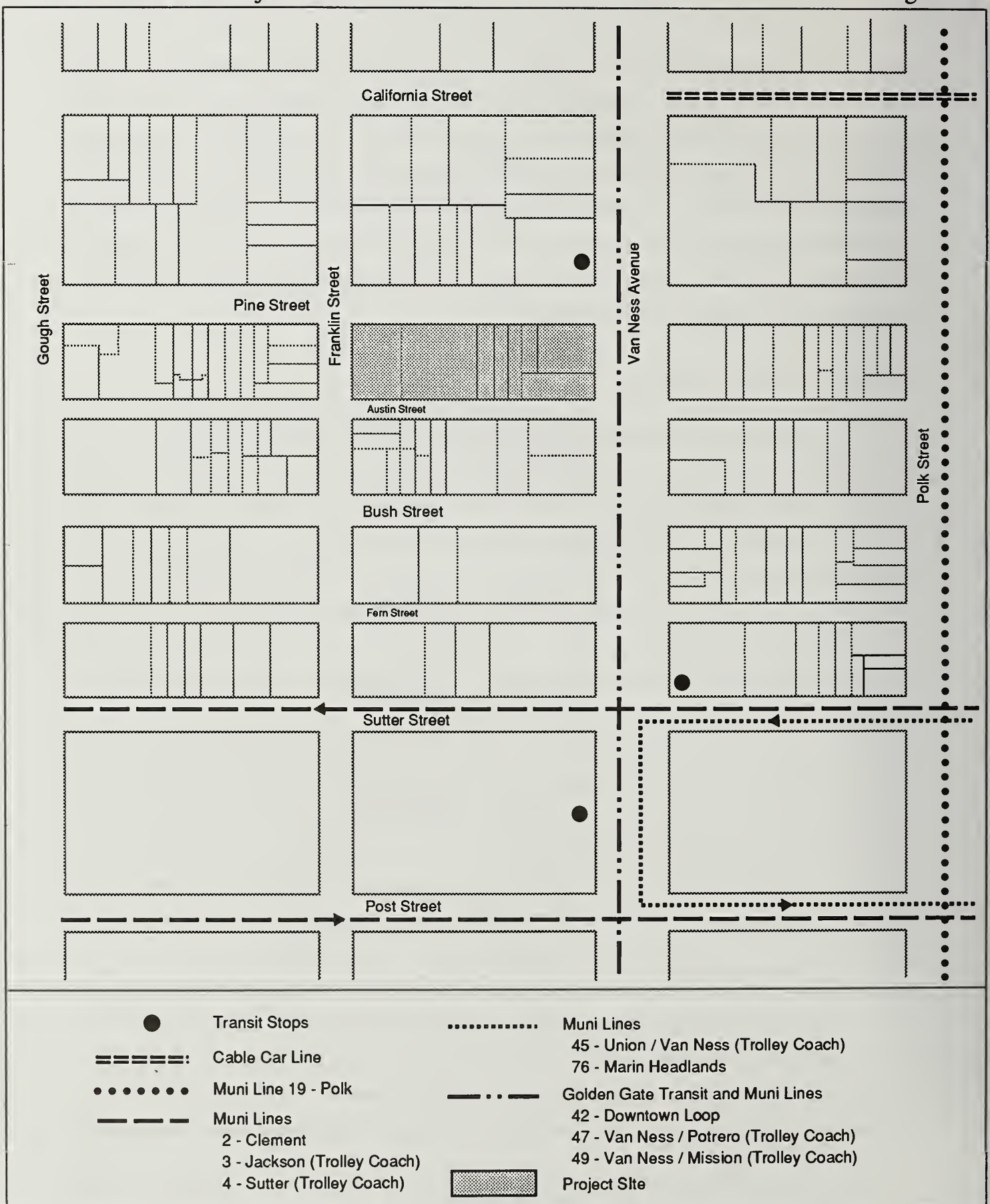
EXISTING TRANSIT SERVICE

The San Francisco Municipal Railway (MUNI) operates 14 bus lines within two blocks of the project site (see Figure 15, page 58). The 1AX-California "A" Express, 38AX-Geary "A" Express, 38BX-Geary "B" Express, 31AX-Balboa "A" Express, and 31AX-Balboa "A" Express run along Pine and Bush Streets, providing weekday peak period express service between the downtown area and points in west San Francisco north of Golden Gate Park. The 2-Clement, 3-Jackson, and 4-Sutter run along Sutter Street one block south of the project site, providing limited stop service between points south of the Presidio and the downtown area. The 1-California runs from the downtown area along Sacramento Street, two blocks to the north of the project site, providing service to 33rd Avenue.

During the A.M. peak period, MUNI provides an additional seven buses for the 1-California bus route. These seven additional buses begin at 5th Avenue running eastbound along Sacramento Street until the intersection of Sacramento Street/Gough Street. East of this intersection, the 1-California route runs eastbound along Clay Street into the downtown area. Also, during the A.M. peak period, MUNI provides an extra two buses for the 1-California route, beginning at Steiner Street and running eastbound along the same route into the downtown area. During the P.M. peak period, nine additional buses are provided for the 1-California route. These additional buses begin in the downtown area and run westbound along Sacramento Street. Two of the additional nine buses end their route at Steiner Street and the remaining seven end their routes at 5th Avenue. The 45-Union/Van Ness and 76-Marin Headlands run along Sutter Street, one block south of the project site, providing service along Van Ness Avenue and Union Street towards the Presidio and on U.S. 101 to points northward across the Golden Gate Bridge, respectively. The 42-Downtown Loop runs along

1661 Pine Street
Transit Routes in the Project Area

Figure 15



SOURCE: DKS ASSOCIATES

89100

FEET 0 100 200

Van Ness Avenue to provide local service and access to the CalTrain depot located on King Street. The 19-Polk is a crosstown line that runs on Polk Street one block east of the project site, providing service to North Point Street near Fisherman's Wharf in the north and Potrero Hill and Hunter's Point in the south. The 47-Van Ness/Potrero and 49-Mission/Van Ness are crosstown lines that run along Van Ness Avenue, providing service to Fort Mason in the north and to the Mission District and Ingleside, respectively, in the south.

MUNI bus stops are located on Van Ness Avenue at Geary, Sacramento, Pine and Sutter Streets. The nearest BART station is the Van Ness Station located approximately 14 blocks south of the project site. Existing local transit routes in the study area are summarized in Table 3, page 60. A number of Golden Gate Transit Routes provide express and basic service between the Civic Center, approximately 10 blocks south of the project site, and Marin and Sonoma Counties. Golden Gate routes 10, 20, 50, 60 and 70 provide basic bus service seven days per week, generally one to three stops per hour. Routes 18, 54, 72, 74, 76, 78 and 93 provide commute period service between Civic Center and the two counties, while route 67 provides shuttle service to the Larkspur Ferry via the San Francisco Ferry Building during commute periods.

Load factors, which are measures of a transit line's degree of crowding, were collected for nearby MUNI routes for the quarter ending in June, 1989 (second quarter), and are shown averaged across transit routes in the study area (see Table C-4, Appendix C, page A-54). A load factor of 1.00 indicates a fully seated passenger load. Load factors greater than 1.0 measure the percentage of passengers who must stand. MUNI collects these load factors at the maximum load point locations where the buses carry the highest number of passengers. Generally, maximum load points are located near the downtown area during the P.M. peak period such that load factors decrease further west of downtown during the P.M. peak periods. However, since MUNI collects ridership data only at the maximum load points, actual load factors for the project study area transit stops were unavailable.

MUNI policy is to consider expanding services by providing additional buses when load factors exceed 1.35. On average, the MUNI lines comprising the east/west routes currently exceed 1.35 (1.46) during the P.M. peak hour. Three individual east/west routes exceeded peak hour load factors of 1.35 based

TABLE 3

LOCAL STUDY AREA TRANSIT ROUTES

Route Number	Route Name
1	AX California "A" Express
1	BX California "B" Express
38	BX Geary "B" Express
31	AX Balboa "A" Express
33	AX Geary "A" Express
31	BX Balboa "B" Express
2	Clement
3	Jackson (TC)
4	Sutter (TC)
1	California (TC) - East of Fillmore - 5th Ave to Fillmore
45	Union/Van Ness
76	Marin Headlands
42	Downtown Loop
19	Polk
47	Van Ness/Potrero (TC)
49	Mission/Van Ness (TC)
BART	
Golden Gate Transit - Basic Bus Service - Commute Service - Ferry Shuttle - (TC) Trollers Coach Service	

Source: San Francisco Municipal Railway, October 1988, BART, November 1985 and November 1986; Golden Gate Transit Bus & Ferry System Map and Schedule, March 1991.

on ridership information from the fourth quarter of 1990, the most recent data available. These are the 1A-California, 1B-California and 2-Clement.[2]

The California Street cable car line (route 61) is currently extremely crowded during peak hours, with a load factor of 1.73 for the two-hour evening peak period, and 2.03 for the evening peak hour. However, the line currently operates at its design capacity, and no additional cars are planned.

PARKING CONDITIONS

On-street parking in the project vicinity is used heavily by residents and businesses, and is typically difficult to find throughout much of the day on weekdays. On weekends, when the area's commercial parking demand drops, parking is more readily available. There are approximately 2,422 on-street public parking spaces within a three-block radius of the project site. Parking during the P.M. peak period is prohibited for approximately 251 of these spaces. During a P.M. peak period parking occupancy survey, 2,082 parked vehicles were counted.[3] Of these, 39 were parked illegally in areas with P.M. peak period parking restrictions. Excluding the spaces that have P.M. peak hour parking restrictions, 2,043 of 2,171 spaces were occupied for an occupancy rate of about 94 percent.

There are ten off-street parking lots and garages within a three block radius of the project site, with a total of approximately 1,070 spaces available for general public use. A mid-afternoon occupancy survey recorded a total off-street parking occupancy rate of about 57 percent (approximately 610 of 1,070 spaces occupied), which is comparable with the occupancy noted in the Van Ness Avenue Plan FEIR (about 600 of 1,180 spaces occupied, or 51 percent).[4]

Metered curb parking is provided along the north side of Austin Street and no parking is permitted along the south side. Vehicles do park illegally, however, along the south side, restricting traffic to a narrow center lane. Peak period parking restrictions do not exist on Austin Street, but late parking is prohibited on Thursday nights to allow for street cleaning.

There are 27 metered curb parking spaces adjacent to the project site on Austin, Pine and Franklin Streets, and Van Ness Avenue. The existing parking meter fee is $0.25 per 50 minutes with a 1-hour limit. On-street parking is prohibited from 3:00 p.m. to 6:00 p.m. on the south side of Pine Street adjacent to the project site, and from 4:00 p.m. to 6:00 p.m. on the east side of Franklin Street

adjacent to the project site. On-street parking during the A.M. peak period (7:00 a.m. - 9:00 a.m.) on selected days is prohibited to allow for street cleaning.

PEDESTRIAN CONDITIONS

There are sidewalks on each street fronting the project site.[5] The sidewalks on Pine and Franklin Streets are about nine and one-half feet wide, the Austin Street sidewalk is about six feet wide, and the Van Ness Avenue sidewalk is about 15.5 feet wide. Effective sidewalk width is the portion of the sidewalk which is unobstructed and used as the travel corridor by pedestrians. Typical obstructions include parking meters, poles, tree planters, mail boxes, and newsstands. Pine Street, Austin Street and Van Ness Avenue sidewalks fronting the project have effective sidewalk widths of six feet, three and one-half feet, and ten and one-half feet, respectively. Field observations also indicate that there is a driveway entrance to the site on Austin Street (at mid-block) approximately two feet higher than the surrounding sidewalk. Elderly pedestrians may not be able to walk up this grade and as a result, would need to walk in the street.

The heaviest pedestrian activity occurs along Van Ness Avenue during the P.M. peak period. A pedestrian level of service (LOS) analysis was conducted at the intersections of Van Ness Avenue/Pine Street and Van Ness Avenue/Bush Street during the P.M. peak period.[6] These counts show that at the intersection of Van Ness Avenue/Pine Street, for pedestrians crossing Pine Street on both sides of Van Ness Avenue, the LOS is unimpeded. At the intersection of Van Ness Avenue/Bush Street, for pedestrians crossing Bush Street on the west side of Van Ness Avenue, the LOS is also unimpeded. All other pedestrian movements at these two intersections along Van Ness Avenue operate at an open flow LOS.

TRAFFIC

The original traffic analysis for the proposed project was conducted prior to the October 1989 Loma Prieta earthquake. The earthquake disabled the section of U.S. 101 north of the Fell Street exit, requiring the closure of the ramps nearest the project site, at Gough Street/Turk Street (on-ramp) and Franklin Street at Golden Gate Avenue (off-ramp). Post-earthquake traffic counts at the study area intersections were conducted in September 1991. All analysis has been completed assuming the Franklin Street and Gough Street ramp structure would not be replaced. Twenty-four hour traffic volumes were collected from the Traffic Engineering Division to provide an historical perspective of

traffic conditions in the area.[7] These average daily traffic records indicate that the peak hour of the day is generally 5:00 p.m. to 6:00 p.m. Therefore, manual timing movement counts were conducted at the four study intersections during the 4:00 to 6:00 p.m. peak period.

Traffic turning movement volumes are typically used to determine intersection levels of service (LOS) under peak demand conditions. Intersections are the controlling "bottlenecks" of traffic flows, and the ability of a roadway system to carry traffic efficiently is usually constrained in their vicinity.

The 1980 Circular 212 "Planning Method" is the standard methodology used for intersection LOS analysis in San Francisco. Descriptions of the six levels of service, A-F, are included in Table C-1, Appendix C, page A-47. The Planning Method is not sensitive to signal timing characteristics, and thus is more appropriate for use at intersections operated by fixed-time signal controllers such as the four study area intersections.

The study area intersections are all heavily travelled urban streets with higher capacities than the Planning Method default capacities, which represent average values. For this analysis, adjusted capacities were used to reflect actual operating conditions as observed during peak periods. This approach was felt to be more accurate than using either the default Planning Method capacity or the more detailed 1985 Highway Capacity Manual operations methodology, which is subject to wide variation in results depending on the choice of capacity modifying variables. The capacities developed for the analysis of existing conditions were used for all traffic analysis scenarios to ensure consistency in the analysis. As shown in Table 4, page 64, the intersection of Van Ness/Bush operates at LOS D, which is generally considered the limit of acceptable operation in urban areas. All other study intersections operate at LOS B or C.

TABLE 4

EXISTING LEVELS OF SERVICE (VOLUME TO CAPACITY RATIOS)
P.M. PEAK HOUR

Intersection	Level of Service (V/C)	
Franklin/Bush	B	(0.62)
Franklin/Pine	C	(0.72)
Van Ness/Bush	D	(0.84)
Van Ness/Pine	C	(0.75)

Source: DKS Associates.

1. San Francisco Department of City Planning, *Transportation: An Element of the Master Plan*, January 1983.

2. The load factor is determined from the average ridership per bus divided by the seated capacity. The only individual north/south line currently exceeding a 1.35 load factor is the 42-Downtown Loop, which has a peak hour load factor of 1.53.

3. DKS Associates, parking survey, May 17, 1989.

4. DKS Associates surveyed the mid-afternoon occupancy of these lots on February 12, 1991.

5. Measurements of study area sidewalks, including effective sidewalk widths (calculated by subtracting the width of obstructions in the sidewalk from the total width), were taken on October 1, 1991.

6. DKS Associates, pedestrian counts conducted December 6, 1989. Results of these counts are shown in Appendix C, Table C-2, page A-48. Table C-3, page A-49, provides an explanation of pedestrian levels of service.

7. A record of these traffic counts is provided as an appendix to the transportation study prepared for the project, which is on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

F. HAZARDS

BACKGROUND

Although the project site contains mostly vacant buildings, and the former Unocal service station (located at the western portion of the site) has been demolished, the subject property and portions of the surrounding area have a history of manufacturing and commercial land uses. Soils tests (described in this section under "Test Results") have confirmed that storage and use of hazardous materials from past activities have affected soils and groundwater at the project site. Development of the site could result in excavation or discovery of such materials.

Certain chemical and physical properties of a substance may cause it to be considered hazardous. Under state law, hazardous characteristics are grouped into four general categories: toxic, ignitable, corrosive and reactive.[1] As defined by the *California Code of Regulations (CCR)*, Title 22, Section 66084, a "hazardous material" is a "substance or combination of substances which, because of its quantity, concentration, or physical, chemical, or infectious characteristics, may either (1) cause, or significantly contribute to, an increase in mortality or an increase in serious irreversible, or incapacitating reversible illness; or (2) pose a substantial present or potential hazard to human health or environment when improperly treated, stored, transported or disposed of or otherwise managed."

According to the *California Health and Safety Code*, Section 25124, and for purposes of this EIR, a "hazardous waste" is any hazardous material that is abandoned, discarded or in storage prior to recycling. The categories that apply to hazardous materials also apply to hazardous wastes: toxicity, ignitability, corrosivity, or reactivity. For example, excavated soil containing hazardous materials would be a hazardous waste if the concentration of contaminants exceeded specific CCR Title 22 criteria.

Environmental contaminants are not necessarily hazardous materials or hazardous wastes. For purposes of this EIR, soil or water is considered to be contaminated if it contains elevated (above-background) levels of a chemical substance, and if the resulting soil or water has the potential to cause human health effects or adversely affect the natural environment pursuant to established regulatory criteria. Remediation (clean-up) of such materials is invariably required.

HAZARDOUS WASTE REGULATORY FRAMEWORK

The generation and handling of hazardous materials and wastes are regulated by various federal, state and local laws and regulations aimed at the protection of public health and the environment. A brief summary of regulations follows; a more detailed discussion of federal and state regulations is presented in Appendix H, pp. A-76 to A-79).

Federal and State

At the federal level the primary laws governing hazardous wastes are the Resource Conservation and Recovery Act of 1976 (RCRA), and the Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA). Generally, these laws require that responsible parties report any known hazardous waste contamination of soil or groundwater to the EPA.

At the state level, the California Hazardous Waste Control Law (HWCL) is the state equivalent of RCRA. California regulations incorporate federal standards, but in many respects are stricter. The Department of Toxic Substances Control of the California Environmental Protection Agency (Cal/EPA) is empowered to enforce federal hazardous materials and waste regulations in California, in conjunction with the federal EPA. When hazardous waste is transported for treatment or disposal, hazardous waste manifests must be prepared by the generator. A hazardous waste manifest lists a description of the waste, its intended destination, and regulatory information about the waste. A copy of each manifest must be filed with the Department of Health Services.

The project area is located within the jurisdiction of the San Francisco Bay Regional Water Quality Control Board (RWQCB), which has the authority to require groundwater investigations and to remediate the site when the quality of the waters of the state are threatened. Clean-up standards employed by the RWQCB can be more stringent than those used by EPA or the Department of Health Services.[2] If soils containing hazardous materials are excavated, the Bay Area Air Quality Management District (BAAQMD) may impose specific requirements on such activities to protect ambient air quality from dust or airborne contaminants. Among then, the BAAQMD Regulation 8, Rule 40 would apply during underground storage tank removal or handling of soil contaminated with petroleum or other volatile organic chemicals.

Local

The San Francisco Department of Public Health, the San Francisco Department of Public Works, and the San Francisco Fire Department are involved in the management of hazardous materials and wastes within the City and County of San Francisco.

The Department of Public Health is designated by the State Water Resources Control Board to enforce the state Underground Storage Tank (UST) program. Permitting of underground storage tank installation and removal is overseen by the Department of Public Health. The Department of Public Health also issues permits to businesses that store hazardous materials and conducts inspections on a regular basis to ensure compliance with regulatory requirements. The Department of Public Health, the State Department of Health Services and RWQCB jointly oversee subsurface investigations and remediation as sites containing hazardous wastes.

The Department of Public Works administers Article 20, Ordinance No. 253-86, of the *Public Works Code*. This ordinance, entitled "Analyzing the Soil for Hazardous Wastes," requires soils testing for projects in San Francisco that involve excavation in areas underlain by artificial fill. The ordinance applies to properties in San Francisco located on the San Francisco Bay side of the original high tide line (or any other sites designated by the Director of Public Works, who has the authority to specify additional sites for study on an individual basis). The project site lies outside the designated high-tide zone, and does not fall under the authority of this ordinance.[3]

The San Francisco Fire Department issues permits for the storage of flammable liquids. Permitting and other records associated with the storage of flammable liquids on file at the Fire Department date back to the early 1900s, prior to state and federal involvement in hazardous material and waste management.

Site remediation or development may be subject to regulation by other agencies. For example, if extraction of contaminated groundwater or construction dewatering of a hazardous waste site were required, subsequent discharge of such waters to the stormwater/sewer collection system could require a permit from the Department of Public Works Industrial Waste Division.

HAZARDOUS MATERIAL WORKER SAFETY REQUIREMENTS

Properties found to be contaminated are subject to special worker safety requirements, based on Federal and/or State of California Occupational Safety and Health Administration (OSHA) requirements both to protect construction workers during demolition and excavation and to protect site investigation and cleanup workers who are performing site studies or site remediation activities. In both instances, site safety plans would be required in compliance with federal and state OSHA requirements. Such site safety plans typically include provisions for safety training, safety equipment, accident and illness prevention programs, hazardous substance exposure warnings, and emergency response and fire prevention plan preparation. Additional information on hazards-related safety requirements is presented in Appendix H, pages A-76 to A-79.

INFORMATION SOURCES

Information evaluated in this report was gathered from available records and from environmental assessments and soil investigations done at the site. Past and current owners and occupants of the project site were not consulted. In 1991 a Phase I Environmental Assessment of the project site was prepared which included information on site history, past land uses, underground storage tanks, and agency listings, in addition to shallow subsurface soil borings and recommendations for site clean-up.[4] In evaluating the potential for contamination of the project site and adjacent areas, the Phase I report utilized information from historical archives, such as fire insurance maps prepared by the Sanborn Insurance Company, and database records of federal, state, and local regulatory agencies.

Also in 1991 a preliminary subsurface investigation at the former Unocal Service Station property (lot 17 of the proposed project site) was prepared, with an associated work plan/proposal defining the extent of soil and groundwater contamination at that location.[5] Both these reports were reviewed as sources of past activities in the vicinity of the site and the status of subsurface soils and groundwater, and are discussed in this report.

HISTORIC SITE USES AND POTENTIAL SOURCES OF CONTAMINATION

The Phase I Environmental Assessment indicates that the site has been occupied by automotive business for the past 70 years. The archival investigation of the site has determined that several

structures have been associated with automobile maintenance activities since the early part of this century. Potentially hazardous materials such as used oil, brake fluid, corrosives and heavy metals may have been released or dumped onto site property. In addition, a gasoline service station had operated since the 1920's at the west end of the project site (the former Unocal station), and another gas station, located off-site at the northwest corner of Pine Street and Van Ness Avenue, has operated since the 1940's.

The presence of petroleum contamination was confirmed at the Unocal station site, and the Chevron station across from the eastern portion of the site may have also contributed to contamination in the soil and groundwater at the site. The results of both subsurface investigations are described below under "Test Results."

The Phase I investigation also included a physical inspection of the buildings on site for hazardous materials, hazardous wastes, and asbestos containing building materials (ACMs). The survey confirmed the presence of ACMs in many of the buildings. In addition, containers of paint and paint-related materials, solvents, insecticide spray, and waste oil were found in several buildings. Air conditioning units containing Freon[6] were also observed on the roofs of the 1431 Van Ness Avenue and 1623 and 1629 Pine Street buildings.

TEST RESULTS

The Phase I investigation included a shallow subsurface investigation of the property, during which soil samples were collected at five- and ten-foot depths. None of the samples collected contained detectable levels of total petroleum hydrocarbons as gasoline (TPHG) or aromatic volatiles. Small amounts of methylene chloride were detected in a number of samples; however, the Phase I report concluded that this substance occurred as a result of residue on the laboratory equipment and was not a true constituent of soil beneath the site. Small amounts (less than 100 parts per million (ppm)) of total petroleum hydrocarbons as diesel (TPHD) and total oil and grease (TOG) were detected at five- and ten-foot depths at various locations beneath the site. The highest concentration of TPHD detected was 44 ppm from a five-foot sample at 1617 Pine Street. The highest concentration of oil and grease was 80 ppm from a five-foot sample 250 Austin (1629 Pine Street). The Tri-Regional Board Staff Recommendation for Preliminary Evaluation and Investigation of Underground Tank

Sites (August 1990) recommends a soil and groundwater investigation be conducted when the level of diesel or oil and grease found in soil exceeds 100 ppm.

Total lead was detected in the soil samples at the site. The highest lead concentration detected was 16.9 ppm in a five-foot sample from beneath 1441 Van Ness Avenue. The levels detected are considered nonhazardous according to total threshold limit concentration (TTLC) of 1000 ppm designated in Title 22 of the *California Code of Regulations*, Division 4, Chapter 30, Section 66699. The subsurface investigation indicated that soils in the site vicinity are underlain by poorly graded sands to the maximum depths explored (74.5 feet). However a persistent clay bed varying from about 6-10.5 feet in thickness, which is in turn underlain by a clayey sand bed varying from about 1.5 up to 5.5 feet in thickness, was encountered in every boring drilled at the Unocal site at depths below grade, beginning from about 26 to 30 feet and extending to depths below grade of about 37.5-42 feet. The sandy soils at the site are highly permeable and would allow contaminants on and off-site to migrate through surface or subsurface water transport. The project site is located in a highly urbanized area and is not within the 100 year flood zone or subject to significant erosional factors which may lead to additional contaminant transport.

Depth to groundwater in the vicinity of the site generally occurs at depths greater than 50 feet below ground surface. The subsurface investigation identified groundwater beneath the Unocal site at 70.5-74.5 feet below ground surface. Excavation for the proposed project is expected to vary from approximately 25-45 feet below the existing ground surface.[7] Although it is unlikely that contact with groundwater would occur during excavation for the project, the possibility exists that groundwater could be encountered, and its quality is therefore of concern. The public does not receive drinking water from any aquifer in San Francisco; therefore, the possible presence of hazardous substances in the groundwater poses no threat to drinking water supplies. Groundwater is used, however, for irrigation and other uses and the California State Water Resources Board maintains a standard of "no degradation of groundwater" wherever possible.

The subsurface investigation report confirmed the presence of petroleum fuel contamination in soil and groundwater under the former Unocal station site. Soil samples were taken in tank pits following removal of two underground fuel tanks and one waste oil tank. Analytical results indicate levels of TPH ranging from non-detectable to 6,300 ppm. Analytical results of the samples beneath the waste

oil tank indicated concentrations of TPHD, TOG, and total lead at 6.3 ppm, 100 ppm, and 72 ppm, respectively.

Additional exploratory borings were conducted at five-foot intervals to depths of 50 to 74.5 feet. A site plan showing the boring locations is included as in Appendix H, Hazardous Materials (see Figure H-1, page A-79). A water sample was also collected from boring EB(3E), which showed 18 inches of free product. Levels of TPH as gasoline ranged from non-detectable to 12 ppm for soil samples collected from borings EB(3A), EB(3B) and EB(3F), non-detectable to 360 ppm for soil samples collected from borings EB(2A), EB(2D) and EB(3C), and from non-detectable to 11,000 ppm for soil samples collected from borings EB1, EB(2B), EB(2C), EB(3D) and EB(3E). Analytical results of the water sample collected from boring EB(2C) showed 50,000 parts per billion (ppb) of TPH as gasoline, and 6,300 ppb of benzene.

Information on local area topography and groundwater flow indicates that petroleum fuel hydrocarbons may have migrated from the western portion of the site into soil or groundwater under other portions of the project site. According to the subsurface investigation, the soil contamination in the areas north, northeast, and east of the former tank pit has not been defined, and appears to extend off of the Unocal property. Relatively high levels of soil contamination exists in portions of these areas, as well as in portions of the area beneath the former tank pit. In addition, groundwater has been impacted in the area beneath and northeast of the former fuel tanks. Unocal Corporation intends to continue investigations to further define the extent of soil and groundwater contamination; however, due to the existing structures on the remaining portion of the site, the only area identified for further investigation at this time is under Pine Street itself. Unocal Corporation is obligated by law to investigate and remediate contamination, including off-site contamination, that has originated on their property.

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1. *Toxic Substances* may cause short-term or long-lasting health effects, ranging from temporary effects to permanent disability, or even death, depending on such factors as concentration, route of exposure and duration of exposure. For example, such substances can cause disorientation, acute allergic reactions, asphyxiation, skin irritation or other health effects if human exposure exceeds certain levels (the level depends on the substance involved). Carcinogens (substances known to cause cancer) are a special class of toxic substances. Examples of toxic substances include benzene, which is a component of gasoline and a suspended carcinogen, and methylene chloride, a common laboratory solvent.

Ignitable Substances are hazardous because of their ability to burn. Gasoline, hexane and natural gas are examples of ignitable substances.

Corrosive Materials can cause sever burns or damage materials; these include strong acids and bases, such as lye or sulfuric (battery) acid.

Reactive Materials may cause explosions or generate toxic gases. Explosives, pure sodium or potassium metal (which react violently to water), and cyanide are examples of reactive materials.

2. The Regional Water Quality Control Board (RWQCB) water quality protection objectives and goals for the San Francisco Bay Region are contained in the *Water Quality Control Plan, San Francisco Bay Basin, Region (2)*, December 1986.

3. Provisions of San Francisco's "Analyzing the Soil for Hazardous Waste" ordinance (the "Maher ordinance") call for a site history and soils investigation to be conducted prior to the issuance of building permits for development involving excavation of more than 50 cubic yards of soil. If any subsurface material exceeding hazardous waste standards is discovered during soil sampling activities, additional investigations and/or site remediation, overseen by appropriate state and local agencies, can be required before issuance of a building permit.

4. Exceltech, *Phase I Environmental Assessment of 1661 Pine Street Project, San Francisco, California*, November 13, 1991. A copy of this report is on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

5. Kaprealian Engineering, Inc., *Preliminary Subsurface Investigation at Former Unocal Service Station #0396, 1699 Pine Street, San Francisco, California*, July 17, 1991.

Kaprealian Engineering, Inc., *Work Plan/Proposal Defining the Extent of Soil and Ground Water Contamination at the Former Unocal Service Station #0396, 1699 Pine Street, San Francisco, California*, August 26, 1991.

Copies of these reports are on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

6. Freon is a trademark name for various non-flammable liquid and gaseous fluorocarbons typically used as working substances in refrigerators and air conditioners. Freon is a stratospheric ozone-depleting substance and should be handled and recycled by a licensed contractor.

7. Kleinfelder, *Geotechnical Investigation Report, San Francisco Towers, San Francisco, California*, August 28, 1989. San Francisco Towers is the former name of the proposed project. A copy of this report is on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

IV. ENVIRONMENTAL IMPACTS

An application for environmental evaluation for a development proposal on the site was filed on January 26, 1989. On April 11, 1991, on the basis of an Initial Study, the Department of City Planning, Office of Environmental Review, determined that an Environmental Impact Report (EIR) was required. Issues determined as a result of the Initial Study to require no further environmental analysis included: noise during project operation, air quality during construction and operation, biology, geology/topography, water, energy and natural resources and cultural resources. Therefore, this document does not discuss these issues. (See Appendix A, page A-1, for the Initial Study.) A discussion of Cultural Resources is included for informational purposes (see Chapter IV.B, Historic, Architectural and Cultural Resources, pp. 79-81).

Not all of the impacts presented in this section are physical environmental impacts as defined by the California Environmental Quality Act (CEQA). The impacts that are not physical environmental are included here for informational purposes only.

A. LAND USE AND ZONING

The impacts generated by the proposed project would contribute environmental impacts in addition to cumulative impacts that have been analyzed for the year 2000 in the Van Ness Avenue Plan (VNAP) EIR, a Program EIR published by the Department of City Planning (Final EIR (FEIR) certified December 17, 1987, Case No. 82.392E/87.586E). The VNAP FEIR analyzed the effects of the proposed Van Ness Avenue Plan and implementing zoning. Potential impacts of development which could occur under the Plan and zoning were discussed in the VNAP FEIR using a methodology which involved calculation of maximum development potential on all parcels within the Plan area likely to develop or redevelop over a ten-year time span. These parcels are known as "soft sites." Pursuant to Section 15168 of the California Environmental Quality Act (CEQA) Guidelines, the VNAP FEIR can be considered a "Program EIR" for the approximately 50 soft sites included in its analysis. The proposed project site is within the VNAP area, and is subject to the requirements it sets forth. The proposed project is not, however, considered a soft site in the VNAP FEIR, and therefore requires its own environmental review.

LAND USE

The proposed project would require the demolition of all existing buildings existing on site. Except for the Gita Hotel (Lot 25) these buildings are currently vacant. On March 2, 1992, the project sponsor filed applications for demolition permits to remove the 1623 and 1629 Pine Street buildings (adjacent to the former Unocal station), because the buildings have been red-tagged (unsafe for occupancy or entry, except by authorities), and present a public safety hazard. If applications are approved, the buildings could be demolished prior to or independent of project approval.

At the beginning of 1990, the site's seven existing structures contained approximately 60,280 sq. ft. of vacant space, 14,500 sq. ft. of light industrial/wholesale sales space, 12,990 sq. ft. of storage space, 9,000 sq. ft. of automobile service space, 11,600 sq. ft. of parking space, 10,500 sq. ft. of hotel space (about one-half tourist accommodation, and one-half single-resident occupancy), 4,390 sq. ft. business/professional service space, 3,600 sq. ft. retail space, 3,400 sq. ft. of institutional space, 1,500 sq. ft. of restaurant space, and 1,000 sq. ft. of personal service space. These past uses occupied a total of approximately 132,760 sq. ft. of space. The proposed project would increase the intensity of past uses of the site, and would add skilled nursing, personal care, open space, and other uses ancillary to the life care residential component as new uses on the site. These changes would add about 275,810 sq. ft. of residential, about 57,750 sq. ft. of residential ancillary uses, about 3,320 sq. ft. of housekeeping and storage, about 30,930 sq. ft. of open space, about 20,210 sq. ft. of skilled nursing, about 11,090 sq. ft. of personal care, about 1,750 retail and about 215 parking spaces, and would decrease office space by about 23,300 sq. ft., automobile gas and service by about 13,000 sq. ft., vacant space by about 7,345 and warehouse space by about 21,000 sq. ft. The total gross area of uses on the site would increase from about 132,760 sq. ft. to about 521,470 sq. ft., an increase of 388,710. Residential uses in the existing Gita Hotel are not comparable to residential uses provided in a life care facility.

The Van Ness Avenue Plan (VNAP) FEIR identifies the area along Van Ness Avenue between Golden Gate Avenue and Broadway Street (including the project site) as the subarea expected to experience the greatest amount of new development under the VNAP. The FEIR notes, however, that the present mix of residential and commercial uses is not expected to change substantially with this increase. The proposed project would contribute to the existing land use trends identified in the

VNAP FEIR; most notably, the conversion of commercial and warehouse uses, and vacant space, to residential uses.

The project would be consistent with the purpose of the Van Ness Special Use District (described in *City Planning Code* Section 243(b)) in that it would create a mix of residential and commercial uses on the boulevard.

ZONING

Most of the project site (about 80 percent) is in an RC-4 (Residential-Commercial Combined, High-Density) zoning district and the Van Ness Avenue Special Use District (VN SUD). The remainder of the site (about 20 percent) is in an NC-3 (Moderate Scale, Neighborhood Commercial) zoning district.

The floor are ratio (FAR) in the RC-4, VN SUD portion of the site is 7:1 inclusive of dwelling units. The FAR in the NC-3 portion of the site is 3.6:1 exclusive of dwelling units. A number of building uses are excluded from FAR calculation. In all zoning districts, these include required and accessory parking and loading, open space, and mechanical and maintenance areas (see *City Planning Code* Sections 102.9 and 102.11). In an NC district, both residential uses and circulation space are also excluded from the FAR. With the proposed project, the FAR in the RC-4, VN SUD portion of the site would be approximately 7:1 if the City Planning Commission deems all of the parking as "required"; the FAR in the NC-3 portion of the site would be zero.

The allowable residential density in the RC-4, VN SUD portion of the site is governed only by FAR, height and bulk (i.e., a project can have as many units that can be designed to fit within FAR, height and bulk constraints). The project would include 206 dwelling units in the RC-4, VN SUD portion of the site. The allowable residential density in the NC-3 portion of the site is one housing unit for each 400 sq. ft. of lot area (based on the density of the nearest residential district, which is an RM-3 district; see Section 207.4). This amounts to 22.5 units in the NC-3 portion of the site. The density may be doubled (to 45 units) for senior housing. The project sponsor has not yet formally specified whether they are applying for regular or senior housing but have proposed 45 units in the NC-3 portion of the site. Under the PUD application, the sponsor can either request that the residential use be considered senior housing, limit the number of housing units in the NC-3 portion of the site

to 44 and request a density increase, or limit the number of housing units in the NC-3 portion of the site to 23 units.

The site is also in two height and bulk districts, 130-V and 130-E, the boundaries of which correspond, respectively, to the RC-4 and NC-3 use districts described above. The maximum height in both districts is 130 ft. The proposed project would not exceed 130 ft. at its highest point. Maximum bulk limits for the 130-E and 130-V height and bulk districts are shown in Table 270, Bulk Limits, *City Planning Code* Section 270. The maximum plan dimensions, which in the VN SUD portion of the site could apply at a level above 50 ft., if determined by the City Planning Commission, and which do apply above 65 ft. in the NC-3 portion of the site, are 110 ft. in length and 140 ft. in diagonal dimension. The proposed project would have maximum diagonal dimension in the VN SUD portion of the site of 312 ft. below 109 ft., 153 ft. between 109-120 ft. and 74 ft. above 120 ft., and a maximum length dimension in the VN SUD portion of the site of 289.75 ft. below 109 ft. along Pine Street, 136 ft. between 109-120 ft. and 55 ft. above 120 ft. In the NC-3 portion of the site, the proposed project would have maximum diagonal and length dimensions of 119.5 ft. and 90 ft. above 65 ft., respectively. Modification of the *City Planning Code* requirements with regards to project bulk would not be necessary in the NC-3 portion of the site, but may be necessary in the VN SUD portion of the site if the City Planning Commission imposes a setback at a height at which the bulk would exceed the *Code* standards. If necessary, modification of the bulk requirements of the *City Planning Code* would be sought as part of the Planned Unit development (PUD) process.

In the NC-3 portion of the site, the required rear yard must be provided at the first residential level. The proposed project would provide the rear yard at the second residential level. This deviation would require approval as part of the PUD process pursuant to *City Planning Code* Section 304.

The *City Planning Code* requires usable open space as part of new development in the VN SUD and the NC-3 zoning district. *City Planning Code* Section 135 (d)(1) and Table 135 discuss the amount of usable open space required for the NC-3 and RC-4 districts, and provides a method for calculating the usable open space requirement when it is divided between private and common open space types. In addition, Section 135 (d)(3) provides that for senior citizen housing, the minimum amount of usable open space shall be one-half the amount required for each dwelling unit as specified in Section 135 (d)(1). The project would combine private and common usable open space in both the NC-3 and

RC-4 districts in excess of the amount required by the *Code*. The project would contain about 15,460 sq. ft of private open space, in the form of private balconies, and about 14,260 sq. ft. of common open space, in the form of outdoor third and fourth level terraces at Austin Street, an enclosed swimming pool and jacuzzi, and roof-top terraces.

The *City Planning Code* has several different parking requirements and exceptions to parking requirements that may be applicable to the project. The project sponsor has the option of requesting which set of rules would apply through either specifying that the project is regular housing or requesting that it be considered senior housing in the PUD application. In both RC-4/VN SUD and NC-3 districts, the parking requirement for a skilled nursing facility is one space for each 2,400 sq. ft. of area and one space for each regular dwelling unit. This would amount to 256 required spaces. Also in both districts, the parking requirement for senior housing is one-fifth that of regular housing. This would amount to 56 required spaces. The project proposes 252 spaces, which would be 176 spaces more than required if the project were to be considered senior housing or four spaces less than required if the project were to be considered regular housing. In the former case, the project sponsor would have to request approval to exceed the required parking by more than 150 percent (pursuant to *City Planning Code* Section 157). In the latter case, the project sponsor would have to request approval to provide less than the *Code*-required parking. In either case, the City Planning Commission must also find that the parking proposed must be adequate for the occupancy proposed (pursuant to Section 304). Based on a transportation study prepared for the proposal, there would be a project demand for approximately 270 parking spaces (please see Chapter IV.E., page 101 for a more detailed discussion of this topic).

The *City Planning Code* (Section 154.3(b)) requires that two freight loading facilities with the following dimensions be provided: the first with minimum dimensions of 35 ft. in length, 12 ft. in width and 14 ft. in height; the second with minimum dimensions of 25 ft. in length, 10 ft. in width and 12 ft. in height. The proposed project would meet these requirements.

The sunlight ordinance implemented by Section 295 of the *City Planning Code* requires disapproval of any project shading Recreation and Parks Department property between one hour after sunrise and one hour before sunset, unless adverse effects of such shadows are found to be insignificant by the City Planning Commission. The project would not add any new shadow to any open space

currently under the jurisdiction of the Recreation and Parks Department (the closest of which is Lafayette Park, on the block bounded by Gough, Washington, Sacramento and Laguna Streets, two blocks northwest of the site). (See pages 90-97 for a discussion of shadow impacts of the project.)

The *City Planning Code* requires that ground-level winds may not exceed 11 mph in areas of substantial pedestrian use and seven mph in public seating areas more than ten percent of the time year round between 7:00 a.m. and 6:00 p.m. (Section 243(c)(8)(A)). In addition, a hazard level of 26 mph may not be exceeded for a single hour of the year (Section 243(c)(8)(B)(ii)). Under existing conditions, five of 30 sidewalk measurement locations exceed the pedestrian comfort criterion. The proposed project would generally increase wind speeds along Franklin Street and Pine Street, with some locations having increased wind speeds and others having decreased wind speeds. Seven of the 30 sidewalk measurement locations would exceed the 11 mph pedestrian comfort criterion with the project. The two measurement locations exceeding the hazard criterion are the result of the existing Holiday Inn building, and would not be increased or decreased by the project. (See pages 97-98 for a discussion of wind impacts of the project). The project sponsor is seeking an exception as part of the PUD process for wind speeds in excess of *City Planning Code* pedestrian and sitting area comfort criteria.

B. HISTORIC, ARCHITECTURAL AND CULTURAL RESOURCES

HISTORIC/ARCHITECTURAL RESOURCES

All existing buildings on the project site would be demolished to construct the project.

The 1623 and 1629 Pine Street buildings are both rated "2" in the 1976 Department of City Planning citywide architectural inventory; rated "B" (major importance) by the Foundation for San Francisco's Architectural Heritage; and identified as significant in the Van Ness Avenue Plan. (See Appendix B, Architectural Resources, page A-42 for a description of the surveys.) In addition, the 1441-1465 Van Ness Avenue building is rated contributory in the Van Ness Avenue Plan; and the 1431-1439 Van Ness Avenue building is rated "1" in the 1976 Department of City Planning survey, and contributory in the Van Ness Avenue Plan. None of the buildings is a City Landmark, listed on the National Register of Historic Places, or regulated under Article 10 of the *City Planning Code*, which controls proposed alterations to locally designated landmarks and historic districts, or Article 11, which controls proposed alterations to architecturally and/or historically designated buildings in C-3 zoning districts.

An architectural/historical report of the 1623 and 1629 Pine Street buildings was prepared by an independent architectural historian and is on file and available for public review at the Department of City Planning.[1] In the opinion of the historian, the buildings are potentially eligible for listing on the National Register of Historic Places, at least as part of a potential historic district. The report states "the buildings are part of a group of structures serving first as stables and carriage houses and later as automobile-related facilities which are closely tied to the development of the Van Ness Avenue and Franklin Street." To become eligible for listing on the National Register of Historic Places, an application form would need to be submitted to U.S. Department of the Interior, National Parks Service, by any interested person or group. The State Historic Preservation Office (SHPO) typically reviews such applications, and makes recommendations to the National Parks Service. The Keepers of the National Register evaluate individual buildings and districts based on established criteria, including: significance to American history, architecture and culture; association with historic events; and integrity of location, design and workmanship.[2] For designating an area an Historic District, an informal guideline used by the preservationist community is that two contributing buildings existing for every one non-contributing building.[3]

The 1623 and 1629 Pine Street buildings have been red-tagged (unsafe for occupancy or entry, except by authorities) by the San Francisco Bureau of Building Inspection, and require extensive seismic reinforcement. The red-tag status of the buildings does not, however, diminish their "significant" rating in the Van Ness Avenue Plan, nor does it disqualify them for potential National Register recognition. Application for demolition permits of 1623 and 1629 Pine Street were filed by the project sponsor on March 2, 1992. If the applications are approved, the buildings could be demolished prior to or independent of project approval.

CULTURAL RESOURCES

An archaeological resources report was prepared for the project site and is on file and available for public review at the Department of City Planning.[4] The Initial Study determined that potential impacts to cultural resources during site excavation would be mitigated through measures included in the project. The following discussion is therefore provided for informational purposes only.

The project would involve excavation to a depth of approximately 20-40 ft. below the level of existing basements on site. Excavation below the existing basement levels would disturb soils probably never exposed before.

The archival research conducted on the project site provide no clear indication that Prehistoric/ Protohistoric (ca. 6000 B.C. to 1775 A.D.) archaeological remains exist, or may once have existed, within the confines of the proposed project site. A review of documents on file at the Northwest Information Center at Sonoma State University, reveals that no Prehistoric archaeological resources have been recorded within a radius of more than one mile of site. The location of the site on the slope of a hill, at a distance from the abundant marine resources of the San Francisco Bay, and away from known freshwater sources may seem to make it an unlikely location for Native American habitation. Past experience has shown, however, that Native American sites can occur in seemingly unlikely places throughout the San Francisco Peninsula.

There is no evidence that extensive grading or filling activities have occurred at the site, but the site has been previously excavated for foundations and basements of the existing buildings. The presence of basements does not necessarily indicate that cultural resources which might have existed beneath the site have been disturbed. In December 1988, the remains of a largely intact Chinese store were

discovered at the intersection of Sacramento and Kearny Streets, beneath the basement level of a large building that was situated on a steeply sloping hill. The possibility exists, therefore, that cultural resources could lay undisturbed beneath the 1661 Pine Street project site.

The archival cultural resources report suggests that there is little likelihood of encountering archaeological resources from the Spanish, Mexican, Early American, and Early Gold Rush eras (1776-1852) on the project site. Archival data indicate that during these periods the site remained in a completely natural state, unoccupied and unexploited. Although specific information about buildings within the project site during the mid-to-late Nineteenth Century is limited, the report suggests that site development was probably similar to general development along Van Ness Avenue at that time; namely, affluent residences interspersed with small businesses like the Kelly family's livery stable. Thus, there is a distinct possibility that Late Gold Rush and Late Nineteenth Century cultural resources may exist on the project site; these could consist of architectural remnants, trash and privies.

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1. Page & Turnbull, Inc., *Architectural/Historical Report on the two Commercial Buildings at 1623 and 1631 (1629) Pine Street, San Francisco*, July 1991, revised October 25, 1991. This report is on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco, California.

2. Information on documentation of properties and use of the Criteria for Evaluation may be obtained by writing the National Register of Historic Places, National Parks Service, U.S. Department of the Interior, Washington, D.C., 20240, or calling the State Historic Preservation Office at (916) 653-6624.

3. Telephone conversation, Marilyn Lortie, State Historic Preservation Office, April 7, 1992.

4. Allen G. Pastron, Ph.D., Archeo-Tec, consulting archaeologists, conducted archival research for the project site and the surrounding area. The ensuing report, entitled *Archival Site History of the Proposed San Francisco Towers Project, San Francisco, California*, June 14, 1989, is on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco, California. The project name has since been changed to 1661 Pine Street.

C. URBAN DESIGN AND VISUAL QUALITY

The project would demolish seven existing buildings ranging from 1-4 stories in height covering most of the site, and replace them with a building 9-13 stories in height covering the entire site. While the proposed building would be within the 130-ft. height limit, and would be shorter than some nearby developments, the structure would cover the entire block bounded by Van Ness Avenue, Pine, Franklin and Austin Streets. The proposed building would be taller and bulkier than the buildings it replaces, taller and bulkier than many of the buildings in the immediately surrounding area (except for the nearby 26-story Holiday Inn building), and similar in size to some newer buildings within several blocks of the project site (see Figures 16-20, pages 83-87).

The proposed building would have a base, a middle section and a top, each with its own architectural styling, and style variations at each facade. The 40-ft. tall base would appear rusticated (large masonry blocks separated by deep joints) at all four facades, with accentuated treatments at the four entry points; entry points would be located mid-block at each facade, with the primary entrances at Pine Street and Van Ness Avenue.

The middle and top portions of the building would be a U-shaped residential tower with heights varying from nine to 13 stories. Massing of the building above the base would be broken into five distinct segments, distinguishable by height, offset facades, color, and design variations of windows, cornices and roofs. The floor levels would be continuous throughout the building from the third to the ninth levels. Reflective glass, which can cause light and glare impacts on nearby properties, would not be used in any portion of the proposed building.

The Pine Street entrance, leading to an interior automobile courtyard (porte cochere) with guest parking, would have a two-story arched opening and wide entry doors for vehicular and pedestrian access. Above this entrance, there would be a vertical curtain wall leading up the middle portion to a two-story-tall arched window, flanked by columns, and terminating in a gabled roof, intersected by a mansard roof.

The Van Ness Avenue entrance would be similar to Pine Street (the same emphasis on verticality), but would include recessed entry doors flanked by eight large columns (four on each side, two deep) topped with a pediment. The design of this facade is intended to reflect the monumental entrances

1661 Pine Street
Photomontage from Pine Street Looking East

Figure 16

SOURCE: SQUARE ONE FILM + VIDEO

89100

1661 Pine Street
Photomontage from Franklin Street Looking North

Figure 17

SOURCE: SQUARE ONE FILM + VIDEO

89100

1661 Pine Street
Photomontage from Franklin Street Looking South

Figure 18

89100

SOURCE: SQUARE ONE FILM + VIDEO

1661 Pine Street
Photomontage from Van Ness Avenue Looking Southwest

Figure 19

SOURCE: SQUARE ONE FILM + VIDEO

89100

1661 Pine Street
Photomontage from a Bird's-Eye Vantage Looking North-Northeast

Figure 20

SOURCE: SQUARE ONE FILM + VIDEO

89100

typically found along Van Ness Avenue. Above the Van Ness Avenue entrance would be an outdoor terrace (for use by building residents) at a depth of 20 feet and running the length of the facade. The east portion of the tower would be terminated by a stepped-back mansard roof, but would not include columns as seen in the central portion.

The Franklin Street entrance and facade would be the least ornate, with a simple canopied entrance below a vertical row of balconies. The design of this entrance is intended to reflect the simpler residential designs that are typical along this part of Franklin Street.

The Austin Street entrance would include a rusticated base and a row of engaged columns (as compared to the free-standing columns along Van Ness Avenue). The building's garage entry/exit would be located at the eastern edge of this facade. Above the Austin Street entrance would be a large, multiple-level outdoor terrace area, framed by the U-shaped, residential portion of the building, which has deep setbacks and vertical rows of balconies at this facade. The outdoor terraces would be landscaped, and would provide a variety of visual interests. All four entrances would be highlighted by variation of sidewalk material.

Building materials would include a combination of glass-fiber-reinforced concrete (GFRC) and an exterior, insulation and finish system (EIFS), or similar materials. Clear glass would be used throughout, and as indicated earlier, variation in facade coloring would be used to further distinguish the building's massing above the base. In addition, architectural grilles, cast iron gates and ornamental detailing would be used at the base and at the top of the building.

The Van Ness Avenue Plan encourages careful design review of developments which are at the maximum allowable height, to avoid blocking views between the high slopes on both sides of Van Ness Avenue. In addition, the Plan recommends setbacks of approximately twenty feet along Van Ness Avenue and fifteen feet along Pine Street when necessary or appropriate as a means of preserving important view corridors in the area (this policy is implemented by *City Planning Code* Section 253.2). The project would have a twenty foot setback above the base level along Van Ness Avenue, but would not be setback from the property line along Pine Street.

The Van Ness Avenue Plan is divided into three subareas; the project site is located in Subarea 1. These subareas have different height and bulk requirements in order to provide an orderly transition

from low-rise to mid-rise buildings. A transition from maximum heights of 130 ft. in subarea 1 to maximum heights of 40 ft. in subarea 3 (near the northern waterfront of the bay) reflects the scale of the existing urban environment. The project would be consistent with the height requirement, but may require an exception to bulk limitations (see Chapter II, Project Description, for a discussion of the project's bulk).

The discussion of photomontages provided below is based on the particular vantage point shown, and is not meant to represent a comprehensive description of the total visual impacts associated with development of the proposed project.

Views from the northwest of the project site looking southeast to Nob Hill, particularly the part of Nob Hill south of Pine Street (i.e., a triangular view shed extending from the project eastward to the intersections of Taylor/Bush and Taylor/Post), would be blocked by the structure. From vantage points west of the project site, the project would also block some views of downtown buildings which rise above the peak of Nob Hill. Figure 16, page 83, shows that the project's Pine Street facade would have a repetitive bay window design, a pattern seen in existing smaller-scale houses along Pine Street (west of the site). In addition, the project's cornice line (as viewed from this vantage) would be anchored by the roof line of the existing Holiday Inn building.

From the vantage point shown in Figure 17, page 84, the project would appear "framed" by the buildings on either side of Franklin Street. It should be noted that from this vantage, the project would not obstruct views of the richly detailed First Church of Christ Scientist, located one block north of the project site at the northeast corner of Franklin and California Streets.

From the vantage point shown in Figure 18, page 85, the project's roof line would appear visually anchored by the roof line of Sutter Place, and the rhythm of the street level facades would be echoed in the project's base.

As seen in Figure 19, page 87, the project would appear taller than other buildings along Van Ness Avenue (as viewed from this vantage) punctuating the prevailing street wall. The roof line of the building to the north (housing the Auto Symphony retail store) would help to anchor the roof line of the project.

D. SHADOW AND WIND

SHADOW

Shadow patterns for existing and approved buildings in the project area (including the existing buildings on the site) and the project are shown for 10:00 a.m., noon and 3:00 p.m. for the four seasons: during winter and summer solstices when the sun is at its lowest and highest, and during the spring and fall equinoxes when the sun is at its midpoint (see Figures 21-24, pages 91-94). Conditions from July through November mirror the conditions from January through May (using solar time). The analysis includes shadows cast on streets, sidewalks, pedestrian areas, and open space in the area potentially affected by the proposed project.

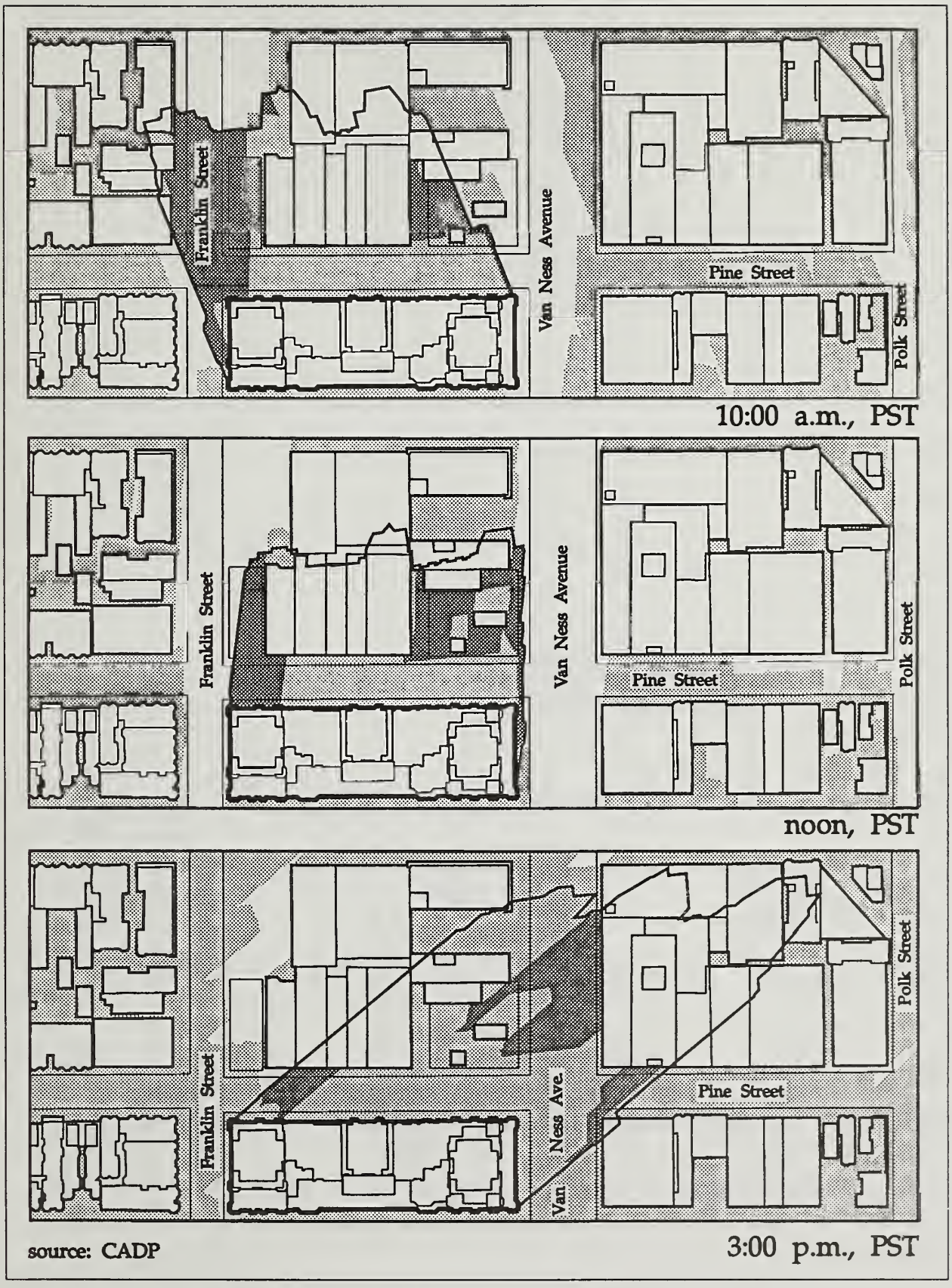
Open spaces in the project vicinity include Lafayette Park (located on the city block bounded by Washington, Gough, Sacramento and Laguna Streets), and a private open space on the north side of California Street between Franklin and Gough Streets. The proposed project would also have about 29,720 sq. ft. of private and common usable open space, provided above Austin Street and Van Ness Avenue in the form of second, third and fourth floor terraces, and on balconies and rooftops.

December 21 (PST)

At 10:00 a.m. Pacific Standard Time (PST) on December 21 (see Figure 21, page 91), the project would add new shadow to Franklin Street, including both sidewalks, in an area extending for about 210 ft. north from the Pine/Franklin intersection, an approximately 55-ft. portion of the east Franklin Street sidewalk adjacent to the project site, and a portion of the drive-through area of the Chevron service station at the northwest corner of Pine Street and Van Ness Avenue (about 2,930 sq. ft.). At noon the project would add new shadow to 70-ft. portions of the north and south Pine Street sidewalks just east of the Pine/Franklin intersection, a 70-ft. portion of the west Van Ness Avenue sidewalk adjacent to the project site, an approximately 3,470-sq.-ft. portion of the parking lot at the northeast corner of Pine and Franklin Streets, and an approximately 8,050-sq.-ft. portion of the Chevron service station drive-through area. At 3:00 p.m. the project would add new shadow to an approximately 2,700-sq.-ft. area of Pine Street, including a 70-ft. length of the north sidewalk, an approximately 12,770-sq.-ft. portion of Van Ness Avenue, including a 170-ft. length of the east sidewalk in front of the Holiday Inn, and an approximately 1,960-sq.-ft. area near the Pine/Van Ness

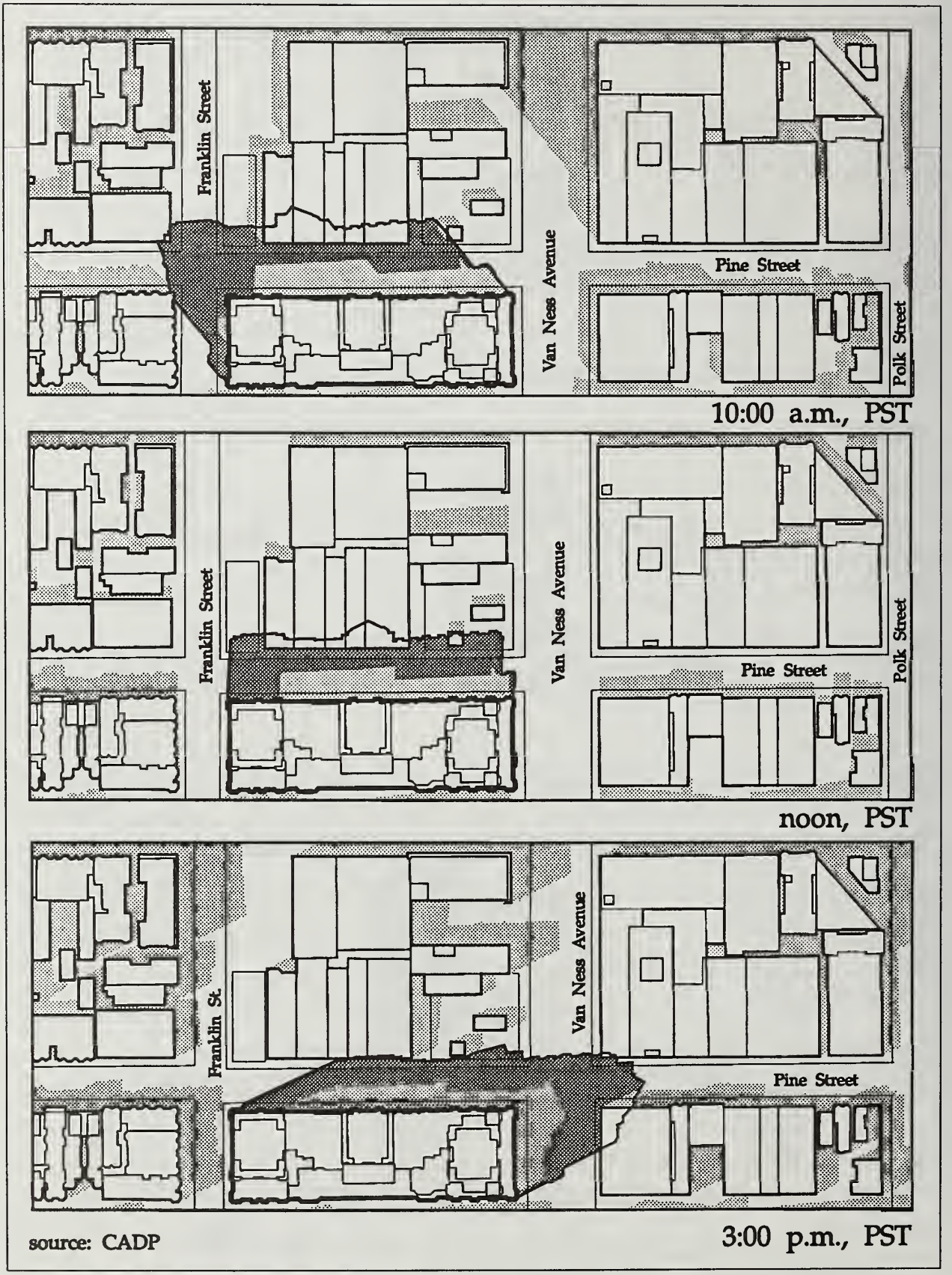
Project Shadow Patterns
December 21

Figure 21



Project Shadow Patterns
March 21

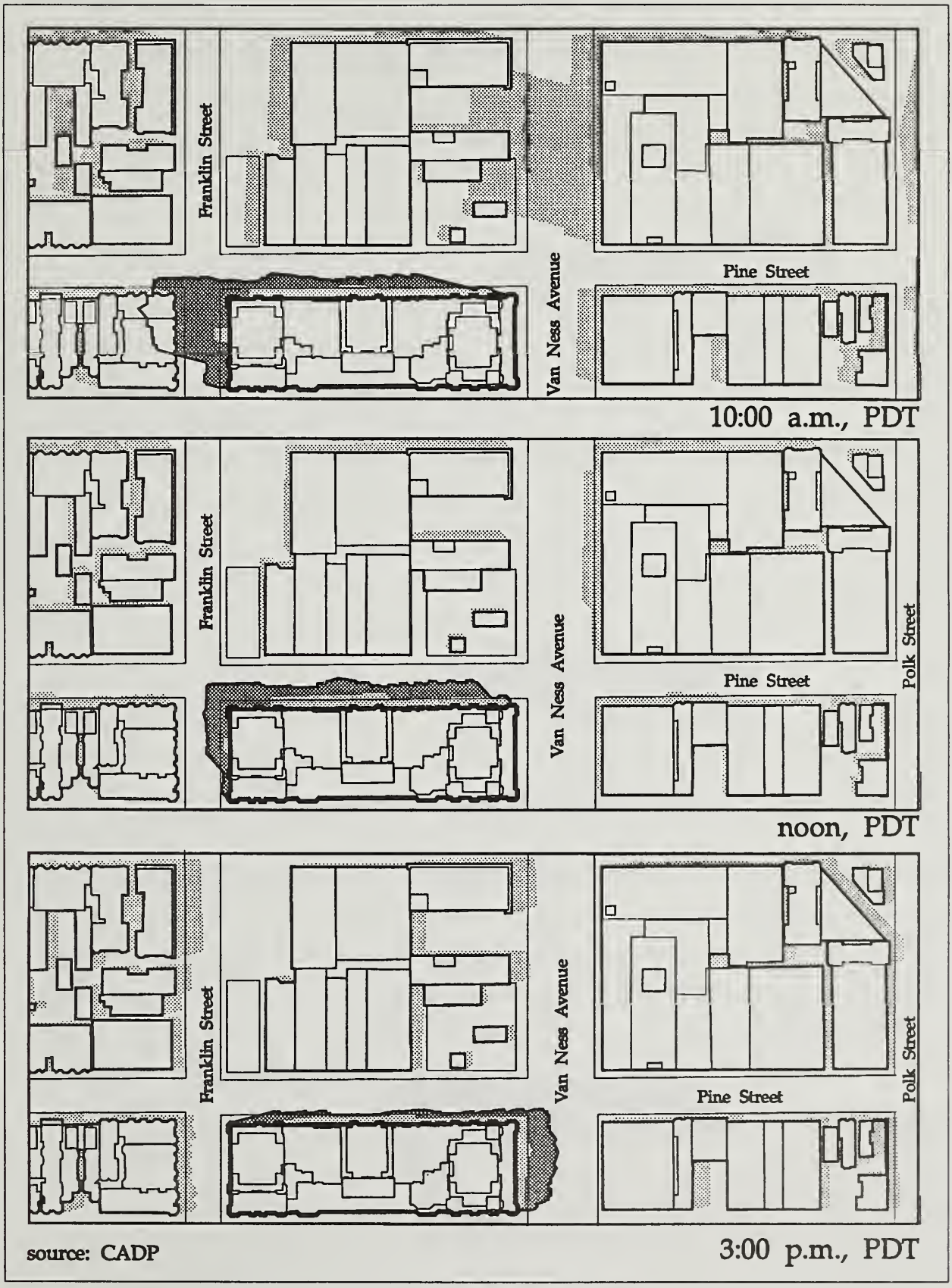
Figure 22

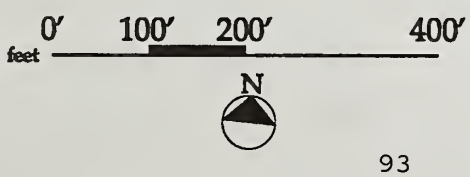


Project Shadow Patterns

June 21

Figure 23



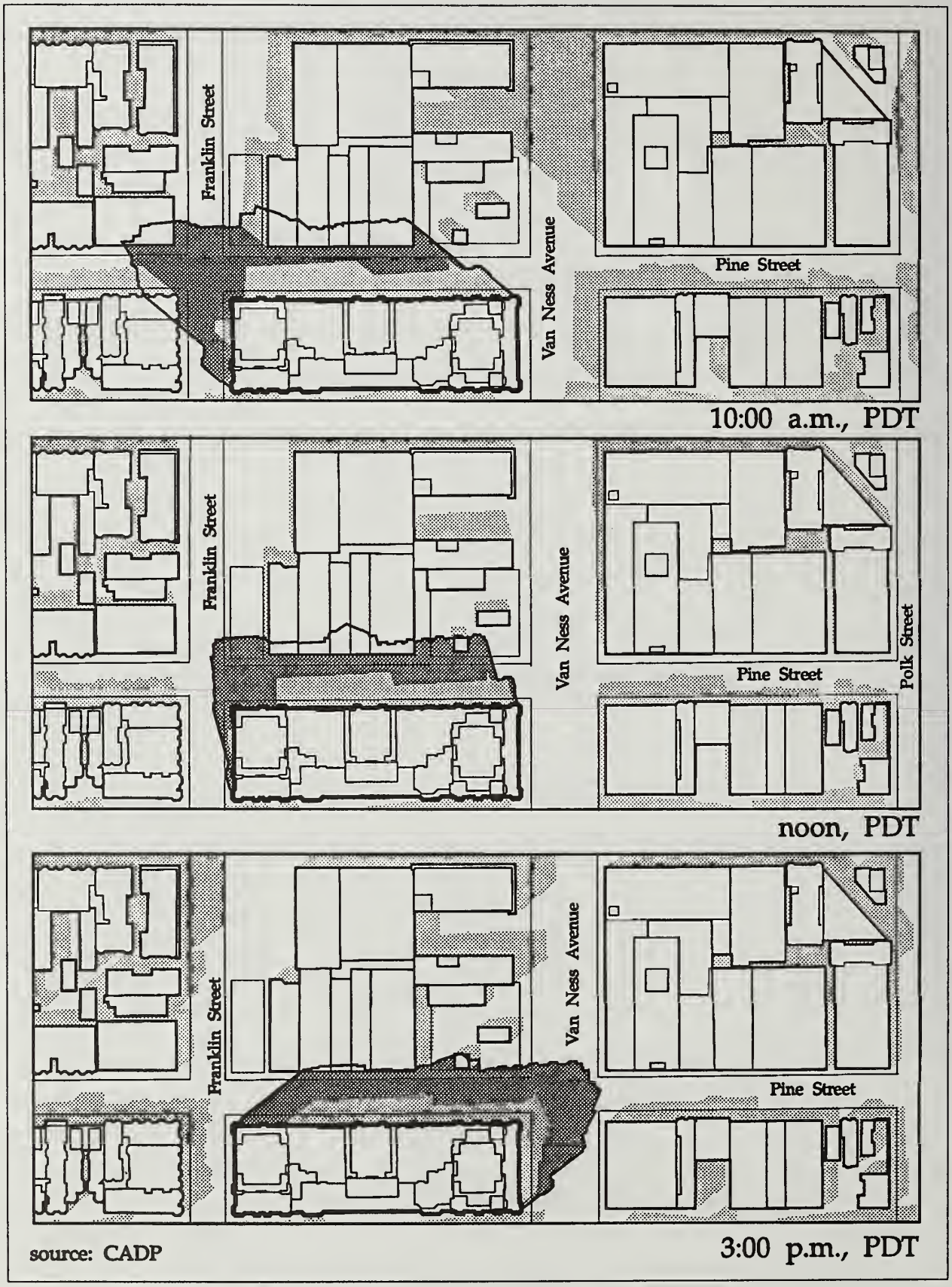


Existing shadows.

Net new shadows.

Project Shadow Patterns
September 21

Figure 24



intersection, including a 60-ft. length of the north Pine Street sidewalk east of Van Ness Avenue, a 75-ft. length of the west Van Ness Avenue sidewalk, and a 40-ft. length of the east Van Ness Avenue sidewalk south of Pine Street. Project shadows cast at 3:00 p.m. would primarily be "in-fill" shadow (i.e., shadow which fills in the last sunlit portion of an otherwise fully shaded area).

March 21 (PST)

At 10:00 a.m. PST on March 21 (see Figure 22, page 92), the project would add new shadow to Pine and Franklin Streets, including a 325-ft. length of the north Pine Street sidewalk, sidewalks at the four corners of the Pine/Franklin intersection, and a 100-ft. length portion of the east Franklin Street sidewalk adjacent to the project site. At noon the project would add new shadow to almost the entire length of the north Pine Street sidewalk between Franklin Street and Van Ness Avenue, and a 70-ft. length of the south Pine Street sidewalk adjacent to the project site (the southeast corner of the Pine/Franklin intersection). At 3:00 p.m. the project would add new shadow to portions of Pine Street and Van Ness Avenue, including a 270-ft. length of the north Pine Street sidewalk, a 65-ft. length of the south Pine Street sidewalk, and a 70-ft. length of the east Van Ness Avenue sidewalk.

June 21 (PDT)

At 10:00 a.m. Pacific Daylight Time (PDT) on June 21 (see Figure 23, page 93), the project would add new shadow to portions of Franklin Street from Pine Street extending about 115 ft. to the south, including a 90-ft. length of the west Franklin Street sidewalk and a 115-ft. length of the east Franklin Street sidewalk adjacent to the project site. The south Pine Street sidewalk adjacent to the project site is currently shaded by existing buildings at this time of the day. At noon the project would add new shadow to a 110-ft. length of the east Franklin Street sidewalk and a 70-ft. length of the south Pine Street sidewalk. At 3:00 p.m. the project would add new shadow to a portion of Van Ness Avenue south of Pine Street (not including the sidewalk), and a 50-ft. length of the south Pine Street sidewalk adjacent to the project site.

September 21 (PDT)

At 10:00 a.m. PDT on September 21 (see Figure 24, page 94), the project would add new shadow to portions of Pine and Franklin Streets, including about 385 ft. of the north Pine Street sidewalk east and west of Franklin Street, and 235 ft. of the Franklin Street sidewalks north and south of Pine

Street. At noon the project would add new shadow to Pine and Franklin Streets, including a 360-ft. length of the north Pine Street sidewalk, a 75-ft. length of the south Pine Street sidewalk adjacent to the project site, and about 130 ft. of the east Franklin Street sidewalk north and south of Pine Street. A 1,375-sq.-ft. portion of the Chevron service station drive-through would receive new shadow at this time. At 3:00 p.m. the project would add new shadow to portions of Pine Street and Van Ness Avenue, including a 320-ft. length of the north Pine Street sidewalk and a 70-ft. portion of the south Pine Street sidewalk.

The Sunlight Ordinance (Proposition K)

In June 1984, the voters of the City and County of San Francisco approved Proposition K, the Sunlight Ordinance (*City Planning Code* Section 295) prohibiting the issuance of building permits for structures that would shade property under the jurisdiction of, or designated to be acquired by, the Recreation and Parks Commission (unless the City Planning Commission determines that such shade would have an insignificant adverse impact on the use of such property). Lafayette Park, about two blocks northwest of the project site, is the nearest park under the jurisdiction of the Recreation and Park Commission. The project would add no new shadow to any property under the jurisdiction of, or designated for acquisition by, the Recreation and Park Commission, during the hours specified by Proposition K (one hour after sunrise to one hour before sunset at any time of the year). In addition, the project would not add new shadow to any portions of the California Street Cable Car line, including the California/Van Ness Cable Car terminus, or to any private rear yard open spaces.

WIND[1]

Prevailing winds in San Francisco are from the northwest, west-northwest, west and west-southwest. Wind tunnel measurements were made at 30 sidewalk locations near the project site, and six outdoor locations created within the proposed project, for each of the prevailing wind directions using a scale model of the site, the project and vicinity. The model was used to test existing conditions and existing conditions plus the 1661 Pine Street project. In addition, several modified designs were tested. The study included separate tests for each of San Francisco's four major prevailing wind directions: northwest, west-northwest, west and west-southwest.

Wind test data were combined with wind records to predict the wind speeds that would be exceeded ten percent of the time at each of the 36 test locations. The predicted winds were then compared

to the comfort and hazard criteria in Section 243(8)(A) of the *City Planning Code*, as established by the Van Ness Special Use District. (See Appendix D, pages A-57 to A-60, for a summary of the full wind analysis. The locations of the measurement points and the results of the wind tunnel study, including compliance with the comfort criteria are shown and summarized in Appendix D, Figure D-1, page A-61). Throughout the following discussion, the wind speeds reported refer to the equivalent wind speeds that would be exceeded ten percent of the time.[2]

The existing wind speeds on sidewalk areas along Franklin Street, Austin Street, and the south side of Pine Street generally meet the comfort criterion of 11 mph. The 11 mph criterion is not met, however, for existing conditions near the Van Ness Avenue/Pine Street intersection. This area is under the influence of strong wind accelerations generated by the Holiday Inn building located on the northeast corner of that intersection. Under existing conditions, five of the 30 sidewalk measurement locations (locations 17, 19, 20, 21 and 22 shown in Figure D-1, Appendix D, page A-61) exceed the 11 mph comfort criterion for pedestrian areas; two of these locations, the northeast corner of Van Ness Avenue and Pine Street and the south sidewalk of Pine Street east of Van Ness Avenue (locations 19 and 20), exceed the hazard criterion of 26 mph. The five measurement locations currently exceeding comfort criteria are at the corner of, or adjacent to, the intersection of Van Ness Avenue and Pine Street.

The proposed project would generally increase wind speeds along Franklin Street and Pine Street, with some locations having increased wind speeds and others having decreased wind speeds. Seven of the 30 sidewalk measurement locations (locations 4, 10, 18, 19, 20, 21 and 22) would exceed the 11 mph pedestrian comfort criterion with the project. These measured locations are shown on Figure D-1, page A-61, and include the northeast corner of Franklin and Austin Streets, the southeast corner of Franklin and Pine Streets, the southwest, southeast and northeast corners of Van Ness Avenue and Pine Street, the south side of Pine Street east of Van Ness Avenue, and the east side of Van Ness Avenue south of Pine Street. The northwest corner of Van Ness Avenue and Pine Street (location 17) currently exceeds the 11 mph comfort criterion; with the project, wind speeds at this location would be reduced below the criterion. The two measurement locations exceeding the hazard criterion are the result of the existing Holiday Inn building, and would not be increased or decreased by the project.

Some of the open space created by the project (third and fourth level terraces along Austin Street and Van Ness Avenue) would not meet the seven mph comfort criterion for sitting areas. Three of the six outdoor measurement locations tested (locations 31, 33 and 36) show wind speeds that would exceed the sitting area comfort criterion.

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1. This section is based on a study entitled *Wind Tunnel Study of San Francisco Towers, San Francisco, California*, August 17, 1991, prepared by Fred Bauman, P.E., Department of Architecture, University of California, Berkeley, for EIP Associates. A summary of the report is included in Appendix D, pages A-57 to A-60; the complete report is on file and available for public review at the Department of City Planning, Office of Environmental Review, 450 McAllister Street, San Francisco. The project name has since been changed to 1661 Pine Street.

2. Equivalent wind speed is an hourly wind speed adjusted to incorporate the effects of gustiness or turbulence on pedestrians.

E. TRANSPORTATION

According to the sponsor's proposal, the project requires about 210 employees (full- and part-time) per day as follows: about 80 food service; 56 health care; 32 housekeeping; 14 maintenance/grounds; 12 administration; nine security; and seven retail. Typical shift times for this type of facility are more staggered than for other residential or institutional uses; food service staff, for example, typically arrive early in the morning to prepare meals, and then go home early in the afternoon. Skilled nursing facility and housekeeping staff also tend to arrive before the usual morning commute peaks, and go home earlier (typical work hours for housekeeping staff might be 6:30 or 7:00 a.m., to 2:00 or 3:00 p.m.). The retail and administrative employees would be likely to have more typical work hours, with travel to and from the site occurring during peak commute periods. Skilled nursing and security operations would be around the clock.

The project sponsor proposes to provide 250 parking spaces in a four-level underground garage, with access and egress via Austin Street. An auto courtyard passenger drop-off area with two additional parking spaces would be provided on-site at Pine Street. Two truck loading docks accessible from Austin Street would also be provided, located at the east and west ends of Austin Street.

CONSTRUCTION SCHEDULE AND IMPACTS

The proposed construction schedule calls for a construction period of approximately two and one-half years from the Fall of 1992 to the Spring of 1995. Material would have to be exported from the site in the process of demolition and excavation for the basement level parking, which would generate approximately 60 truck trips per day for a period of about 70 days.

The project site is located in a transit-intensive area, where transit preferential designations are prevalent. During construction, truck traffic would have the potential for noticeable interference in transit operations without some type of construction staging area that would allow construction traffic to enter the site rather than queue on study area streets. The project sponsor proposes to provide all construction staging on-site, to avoid interference with transit and traffic operations on adjacent streets. Mitigation measures related to construction traffic are discussed in more detail in Chapter V, Mitigation Measures, page 129.

TRIP GENERATION

Available research was reviewed and additional surveys of other residential life care facilities in the Bay Area were conducted for the development of project trip generation estimates. This section describes the trip generation rates employed for the project traffic analysis. Detailed information on background material and survey data is provided in Appendix C.

The transportation characteristics of two existing Episcopal Homes Foundation (EHF) sites and a senior residential life care facility in San Francisco were surveyed by telephone.[1] Table 5, page 101, summarizes the survey results from the three sites in terms of type of trip (resident, employee, visitor, and service) and trip rate (daily and P.M. peak hour). The table reflects the trend that would be expected with the proposed project: a decrease in overall trip generation over time, with the percentage of resident and visitor trips declining relative to service trips.

Other Available Research. A research effort summarized at the 1986 Institute of Transportation Engineers (ITE) meeting in Vancouver included analysis of trip generation at 23 senior residential communities ranging in size from 59 units to over 3,000 units.[2] Separate trip generation characteristics were developed for the 18 study sites with less than 300 dwelling units. The median trip generation rate of the sites under 300 units was 6.4 daily person trips per dwelling unit. This is a reasonable estimate to use for the analysis of project impacts, as it falls between the rate observed at the new, suburban Santa Rosa EHF site, and the older, urban Oakland EHF site. The peak hour percentages calculated at the 23 sites was consistently 11-12 percent of daily traffic; 12 percent of average daily traffic (ADT) was used for the analysis of project impacts.

Project Person Trip Generation

Table 6, page 102, shows the estimated net project trip generation, which was developed using an ADT rate of 6.4 person trips per dwelling unit with a peak hour factor of 12 percent of daily traffic. Because the existing project site was almost entirely vacant at the time of the September 1991 traffic counts, it was assumed that the site was not generating any trips.[3] For this reason, no adjustment was made for trips generated from the existing land uses, thereby producing a conservative analysis. While retail trips are shown in the table, the bulk of project retail activity would be generated by

TABLE 5

TRIP GENERATION SURVEY COMPARISON
OAKLAND AND SANTA ROSA EHF SITES

	Oakland	Santa Rosa	Sequoia Homes
Units	270	303	299
TRIP GENERATION (person trips)			
Daily	1,611 (6.0/DU)	2,286 (7.5/DU[1])	
P.M. Peak Hour	193 (0.7/DU)	274 (0.9/DU)	67 (0.2/DU)
TRIP TYPE %			
Resident	32%	33%	60%
Employee	35	28	20
Visitor	12	29	5
Service	21	10	15

1. Dwelling Unit.

Source: DKS Associates

residents and pedestrians passing by on the Van Ness Avenue sidewalks; thus, the project retail use would have little noticeable effect on study area conditions.

Project Vehicle Trip Distribution and Transportation Mode Split

As with trip generation, there is not a great deal of information available regarding travel mode choices of senior citizens in urban areas. The project site is well-served by MUNI bus and cable car lines, as well as Golden Gate Transit. There is also a substantial amount of commercial activity along Van Ness Avenue and Polk Street within walking distance of the site. Most residents, at least initially, would be expected to own cars, which would suggest a relatively high share of vehicle trips.

The transportation mode split for the housing component of the proposed project was developed using several sources, including Department of City Planning guidelines for transportation analysis,

TABLE 6

PROJECT PERSON TRIP GENERATION

Units	Type	Daily Trip Rate	Daily Trips	P.M. Peak Hour Trip Rate[1]	P.M. Peak Hour In/Out Split[2]	P.M. Peak Hour Trips In	P.M. Peak Hour Trips Out	Total P.M. Peak Hour Trips
250	Dwelling Units (DU)	6.4/DU	1,600	0.77/DU	45/55	87	106	193
2.29	KSF Retail	150/KSF[3]	344	15/KSF	50/50	17	17	34
Total Trips			1,944			104	123	227

1. Assumes 12 percent of daily trips.
2. Based on Van Ness Avenue Plan FEIR.
3. 1,000 sq. ft.

Source: DKS Associates

and surveys conducted specifically for this project. The trip generation survey of the Oakland Episcopal Homes Foundation St. Paul's Towers site was used to develop the vehicle mode split for the proposed project. The vehicle share includes carpools, private autos, taxis, and limousines. Based on this survey, a 30 percent vehicle trip share was used. This mode split is more conservative (i.e., it projects a greater number of vehicle trips) than the Department's guidelines do for non-downtown projects. However, as it is based on a similar facility in an urban area with good transit accessibility, the 30 percent share for vehicle trips is reasonable. The Oakland St. Paul's Towers facility surveyed schedules vanpool and limousine service for residents on an as-needed basis for transportation to shopping areas, medical visits, recreation activities, and other off-site activities. The proposed project would also provide a demand-responsive service for special events when the normal limousine service would not be adequate.[4] The remaining 70 percent of project person trips were split equally among transit and walk trips. This split is based on the Department of City Planning guidelines for transportation analysis in non-downtown areas, following the mode split shown for non-pedestrian districts which identify roughly equal percentages of transit and walk trips.[5] The project retail mode

split is based on information provided in the Department's guidelines for transportation analysis and the *Van Ness Avenue Final EIR* (certified December 17, 1987, Case No. 82.392E/87.586E). Table 7, page 104, shows the estimated mode split percentages used for the analysis of project traffic impacts.

Projected outbound (peak commute direction) P.M. peak hour trips per mode expected to be generated by the project are shown in Table 8, page 104. About 125 new outbound trips from project would occur in the P.M. peak hour.[6]

The year 2000 modal splits have been applied to the project travel for the purpose of comparing project travel with cumulative future travel demand on the transportation systems serving San Francisco. The modal splits used were derived from aggregate data published in the Mission Bay EIR.[7] The actual modal split for travel from the project may vary from the average. However, because the travel demand forecasts used to derive the average modal split data implicitly include the travel from the project, application of the average modal split data to project travel has been assumed to be sufficiently accurate for purposes of comparison.

Project Trip Distribution and Assignment

Distribution of project traffic (vehicle and transit trips) was estimated separately for work trips (those made by project employees) and non-work trips (those made by project residents). Trip assignment was carried out using minimum path routing, taking into account one-way streets and primary travel routes in the study area. The trip distribution percentages used are documented in the City's Guidelines for Environmental Review: Transportation Impacts, April 1991, and are consistent with those used in the *Van Ness Avenue Plan FEIR* (Case No. 82.392E/87.586E), which are in turn based on analysis performed for the *Downtown Plan FEIR* (Case No. EE81.3). Separate non-office employee trip distributions were used for existing (1984) conditions, which was used for the existing plus project analysis, and future (year 2000) conditions, which was used for the analysis of cumulative traffic conditions.

Table 9, page 105, shows the trip distribution percentages used for the analysis and the resulting share of project traffic, for existing and cumulative conditions.

TABLE 7

TRANSPORTATION MODE SPLIT

Travel Model	-- Mode Split -- Residential	Retail
Vehicle (carpool, private auto, taxi, limousine)	30%	57%
Transit	35%	31%
Walk	35%	10%
Other	0%	2%
	100%	100%

Source: DKS Associates; City and County of San Francisco, Department of City Planning, *City Guidelines for Environmental Review, Transportation Impacts*, April 1991.

TABLE 8

PROJECTED OUTBOUND TRAVEL DEMAND BY MODE FROM PROJECT (PTE)[1]

Travel Mode	PM Peak Hour Trips[2] Existing[3]	2000[4]
Auto (carpool, taxi, limousine)	42	29
MUNI	42	55
Walk		39
Other	0	0
Total		123

1. Person Trip Ends.
2. The peak hour occurs during the two-hour period between 4:00 PM and 6:00 PM.
3. The 1991 mode split was based on DKS Associates; City and County of San Francisco, Department of City Planning, *Guidelines for Environmental Review: Transportation Impacts*, April 1991; and *Typical Transportation Work Scope for Non-Downtown Projects*, April 1988.
4. The year 2000 mode split accounts for changes in travel behavior which are assumed to occur as a result of capacity restraints on the Golden Gate and Bay Bridges as described in the *Mission Bay EIR*, Vol. II, pages IV.E53-54.

Source: DKS Associates.

TABLE 9

TRIP DISTRIBUTION
P.M. PEAK HOUR VEHICLE TRIPS

	1989 Employee Trips	All Other Trips	Year 2000 Employee Trips
San Francisco:			
NE	12%	13%	8%
NW	17%	9%	13%
SE	17%	7%	9%
SW	7%	5%	6%
Van Ness Corridor	0%	57%	3%
Peninsula	17%	6%	23%
East Bay	21%	2%	27%
North Bay	9%	1%	11%

Source: City and County of San Francisco, Department of City Planning, *Guidelines for Environmental Review: Transportation Impacts*, April 1991.

Project Traffic Impacts

The project's net new vehicle trips were distributed to the surrounding street system based on the above percentages, and levels of service (LOS) at study area intersections were recalculated. The adjusted intersection capacities used to analyze existing LOS were maintained for the analysis of existing plus project traffic impacts.

As shown in Table 10, page 109, the P.M. peak hour LOS at three of the study area intersections would not change for the existing plus project scenarios, including a scenario that would have Austin Street changed to a two-way street. For Van Ness/Pine, the addition of project traffic to existing conditions would increase the volume-to-capacity ratio by 0.01; not enough to change LOS C conditions. The intersection of Van Ness/Bush would continue to operate at LOS D.

Visitor access (entry and exit) to the project would be mid-block on Pine Street, between Franklin Street and Van Ness Avenue. Pine Street operates as a signal progression corridor, allowing the formation of platoons of vehicles. Between platoons, there would be adequate gaps in the traffic stream to allow safe exit onto Pine Street. It may be difficult, however, for drivers to exit the project at this location, cross lanes and make a right turn onto northbound Franklin Street. Access to and from the project site at this location would be similar to access for previous uses on the site.

Cumulative Traffic Impacts

For the analysis of cumulative traffic impacts, data was collected from past traffic counts conducted within the immediate area. The counts revealed a recent decrease in the growth rate of traffic volumes during the P.M. peak hour, which is consistent with the slight decrease in population in San Francisco County in recent years; most employment and job growth has been in East Bay counties. The decrease in population, however, has been a recent phenomenon after several years of consistent growth, so to ensure a conservative analysis, a growth rate of 0.67 percent per year (developed by the Department of City Planning) was applied to the existing traffic volumes at the four study area intersections for the analysis year of 2000.[8]

As shown in Table 10, page 107, the intersection of Van Ness Avenue/Bush Street would remain at LOS D for the cumulative scenario. All other study intersections would remain operating at LOS B or C for the Year 2000 cumulative scenario.

TABLE 10

VOLUME TO CAPACITY RATIO (LOS)

Intersection	Existing	Existing + Project	Existing + Project (Austin Two-Way)	Year 2000 Cumulative
Franklin/Pine	0.72 (C)	0.72 (C)	0.72 (C)	0.76 (C)
Franklin/Bush	0.62 (B)	0.62 (B)	0.62 (B)	0.66 (B)
Van Ness/Pine	0.74 (C)	0.75 (C)	0.75 (C)	0.79 (C)
Van Ness/Bush	0.84 (D)	0.84 (D)	0.84 (D)	0.89 (D)

Source: DKS Associates

Project Transit Impacts

The project would generate about 115 P.M. peak period transit trips, including about 70 during the 5:00-6:00 P.M. peak hour. Project trips would be spread among several MUNI bus routes and the California Street cable car line. Golden Gate Transit routes passing adjacent to the project site would be expected to carry a few project employee trips, but not enough to measurably affect ridership or load factors.

Since the existing site was assumed to generate no transit trips, the estimated 115 project transit trips would be all new trips. The estimate, however, is based on standard transportation planning guidelines for the City of San Francisco, and should be viewed as a worst case estimate, since the residents of the proposed project would be retirees, and many of the project's non-administrative employees would begin and end their work shifts between 2:30 p.m. and 3:00 p.m., rather than during the P.M. peak hour.

The proposed project would contribute to increases in transit ridership in the major transit corridors leaving downtown San Francisco. To analyze project impacts on MUNI, individual MUNI lines were grouped on the basis of the location of their alignments and stops into the "northeast", "northwest",

"southeast", and "southwest" areas of San Francisco, referred to as "screenlines." Project impacts were analyzed by determining the proportion of year 2000 transit screenline trips which would be generated by the project. By year 2000, peak period and peak hour transit ridership would be increased by an average of about 0.15 percent across all screenlines over existing levels, amounting to less than one percent of the total year 2000 expected demand. A ridership increase of this magnitude would not be measurable against the day-to-day fluctuations in transit ridership and would not have a noticeable effect on transit LOS.

Project Parking Impacts

This section reviews the project's parking requirement, proposed supply, and estimated demand. Issues associated with provision of off-street parking for senior residential sites are also discussed as they relate to the proposed project.

Required Parking. *City Planning Code* Section 151 requires a parking ratio of one space for each dwelling unit or one space for each five dwelling units of senior citizens and one space for each 2,400 gross sq. ft. devoted to skilled nursing. The project would have 250 dwelling units and about 20,210 sq. ft. of skilled nursing area. Six off-street parking spaces would be required for the skilled nursing facility component of the project. The total parking requirement, then, would be 56 off-street spaces for senior housing or 256 spaces for regular housing. The sponsor proposes to provide 252 off-street parking spaces.

As discussed earlier, the project sponsor has the option of applying for a PUD for regular housing or senior housing. Should they apply for senior housing, they would also either have to apply for conditional use authorization for providing more than 150 percent of the required parking or would have to request that the City Planning Commission deem all of the parking as "required." Should they apply for regular housing, they would also have to request an exception from the parking requirements for the four required spaces they would not be providing. In any case, under *City Planning Code* Section 304, the City Planning Commission must additionally make the finding that the off-street parking provided for the project is "adequate for the occupancy proposed." The project sponsor's projections show an initial demand of at least one space per unit.

Proposed Supply. The proposed project would provide 252 off-street parking spaces in a four-level underground garage accessible only from Austin Street.

Estimated Demand. Initially, the average age of residents would be around 75 years,[9] and a high percentage would be expected to own a car, even if not driven frequently. Over time, the number of resident vehicles would decrease and the parking demand would drop. It would be important, however, to meet the initial project parking demand to avoid negative impacts to area residents and businesses, as on-street parking in the study area is essentially fully occupied throughout much of the weekday. It would also be important to meet resident parking needs completely with on-site parking to avoid requiring elderly residents to park on the street (possibly several blocks from the project site) walk long distances and cross several high-volume arterial streets.

On-street parking is essentially fully occupied on weekdays and should not be considered available to project residents. Off-street public parking is currently available, but the Van Ness Avenue Plan FEIR estimates that future commercial land use changes under the Plan could create a "theoretical" deficit of about 250 spaces.[10] While this theoretical unmet demand would most likely result in shifts to greater transit use and other non-available modes of travel, a potential or "theoretical" deficit suggests that in the future available off-street public parking will be in much higher demand than today. The Van Ness Avenue Plan FEIR forecast presents a strong argument for meeting the proposed project's resident parking demand entirely on site.

Twelve-hour parking demand surveys were conducted at two other EHF sites, one in Santa Rosa, which has been open since 1986 with an average resident age of about 73 years, and one in Oakland, which has been open since 1966 with an average resident age of 84.[11] Because transit service is essentially unavailable at this location, and the population is relatively young, information from the Santa Rosa facility is useful in providing a "worst case" for parking demand, whereas the Oakland facility is more representative of life care facility parking demand in an urban area, with a relatively older resident population and better transit opportunities.

The survey of parking occupancy at the Santa Rosa site revealed a peak parking demand of 1.01 parking spaces per dwelling unit. The manager of the Santa Rosa site reported a vehicle ownership rate of 0.76 cars per occupied unit (213 cars for 282 occupied dwelling units).

The survey at the Oakland site resulted in a peak total parking demand rate of 0.51 cars per occupied unit (137 spaces occupied with 270 occupied dwelling units), indicating that fewer than half of the residents at the Oakland site own vehicles. The Oakland site has less transit availability than the project site, but also would be expected to have lower vehicle ownership, due to the higher average age. These two factors would, to some extent, cancel each other.

The surveys of both the Santa Rosa and Oakland facilities did not attempt to quantify the level of parking demand accommodated off-site. Unlike the proposed project site, both locations have nearby on-street parking generally available. Thus, while the observed demand rates are useful as general indicators, a more rigorous estimate of parking demand was developed for the proposed project, as described below.

Employees, visitors and residents would each contribute to the project parking demand. An estimated breakdown of the project parking demand into these components follows:

Employee Demand. The number of employees anticipated for the proposed project is approximately 210 (full- and part-time), based on information provided by other similar facilities located in Northern California, and on employment density ratios provided in the Van Ness Avenue Plan EIR (82.392E/87.586E, Table 1, p. 39). An anticipated work shift breakdown provided by the project sponsor indicates that about 48 percent of project employees would arrive at work between 8:00-8:30 a.m., and about 41 percent would leave work between 4:30-5:00 p.m.; the remainder of employees would arrive and leave during off-peak periods.

Visitor Demand. The Episcopal Homes Foundation facilities in Santa Rosa and Oakland were contacted to obtain information about the visitor parking demand; however such information is not maintained at either location. A reasonable demand estimate for the proposed project is 15 visitors spaces.[12] Both facilities have available on-street parking that is used by visitors; the estimates for visitor demand represent both spaces currently striped for visitor parking and other spaces used by visitors. For the purpose of this analysis, the term "visitors" includes friends and relatives of residents, and other visitors such as doctors and attorneys. It is noteworthy that at the older Oakland facility, new residents are coming in routinely with one and occasionally two cars per unit. The Oakland facility management office indicates that they have recently converted visitor spaces to residential

spaces to accommodate increased resident demand, which has forced visitors to use other available on-street parking.

Resident Demand. This portion of overall project demand would depend on resident vehicle ownership rates. Many if not most residents would initially own vehicles. Information provided by the project sponsor indicates that as of October 1991, over half of the proposed project's units (144 of 250) have been reserved by prospective residents. Of these reservations, about 82 percent are current San Francisco residents, and about 90 percent of the reserved units (130 of 144 units) are for residents with cars.[13]

While a 90 percent vehicle ownership rate is higher than the rate at other senior housing facilities in San Francisco, it is reasonable given the proposed project's fee structure.[14] Nearly all the residents can be expected to own at least one car. A low estimate of vehicle ownership, given the income and age levels of the initial resident population, would be 0.5 vehicles per dwelling unit, the approximate ownership rate at the older Oakland facility, for a projected resident demand of 125 spaces. The ownership rate at the Santa Rosa facility is 0.76 vehicles per unit, which when applied to the proposed project, would create a demand of 190 spaces. The average vehicle ownership rate reported for the Santa Rosa and Oakland facilities is generally higher for new residents. At the Oakland facility, new residents routinely own one car per unit, and occasionally two.[15] This rate is consistent with the rate reported by prospective future residents of the proposed project. These vehicle ownership trends have also been observed by the management of The Sequoias, a life care facility on Geary Boulevard, who indicate that a rate of one space per unit should be the lowest ratio considered.[16] An average vehicle ownership rate of 0.90 vehicles/unit for senior housing is also reported in the *Caltrans (1969) 5th Progress Report in Trip Generation*. Although the information in the Caltrans report is old, the vehicle ownership trend for new residents at the Oakland and Santa Rosa facilities suggests that it may still be an accurate portrayal of vehicle ownership for incoming residents. Based on this information, the actual vehicle ownership rate would be around 0.9 vehicles per unit, the rate reported for the prospective project residents.

Table 11, page 112, summarizes the parking demand analysis, showing three potential demand scenarios: a low demand, based on vehicle ownership trends at the Oakland St. Paul's Tower facility and high transit use by employees; a middle estimate based on vehicle ownership of the prospective project residents, who at this time represent over half of the project's population; and a high rate

TABLE 11
PARKING DEMAND ANALYSIS SUMMARY

	Number of Parking Spaces			
	Proposed	Low Demand	Estimated Project Demand	High Demand
Resident	250	125	225	225
Staff	--	30	30	50
Visitor	--	15	15	15
Total		250	170	290

Source: DKS Associates

based on a greater share of employees driving. As shown in the table, the estimated total project demand is 270 spaces, which is slightly more than the proposed number of spaces.

Truck and Delivery Vehicle Traffic Impacts

The number of scheduled service and delivery trips to new senior citizen and nursing care facilities is less than to older facilities. Over time, residents reduce their driving and require more on-site services such as medical care and food services, thereby increasing service and delivery trips. Again, the Episcopal Homes Foundation sites in Santa Rosa and Oakland serve as good examples. At the Santa Rosa facility, open since 1986, approximately 11 percent of the total vehicle trips are service trips. At the Oakland facility, open since 1968, approximately 33 percent of the total vehicle trips are service trips.

For the proposed project, the types of service and delivery trucks would consist almost entirely of single unit trucks such as stepvans, delivering items such as food, linen and medical supplies. There would be few, if any, vehicles with three or more axles making scheduled deliveries to the site. The *City Planning Code* (Section 152) requires that two freight loading docks be provided: the first with minimum dimensions of 35 ft. in length, 12 ft. in width and 14 ft. in height; the second with minimum

dimensions of 25 ft. in length, 10 ft. in width and 12 ft. in height (Section 154(b)). The proposed project would meet these requirements.

Based on the estimated trip generation rate of 6.4 daily person trips per residential unit, of which 30 percent would be vehicle trips, it is estimated that initially 11 percent of the daily vehicle trips or about 53 trips (6 trips during the P.M. peak hour) would be service vehicles. This is based on observations of trip types at the Santa Rosa facility. Over time, the proportion of service and delivery trips would be expected to rise to a level approaching the 33 percent observed at the Oakland facility. Thirty-three percent of the daily vehicle trips would represent about 80 daily service trips, including about 10 during the P.M. peak hour.

Access to the site for service vehicles would occur mainly via northbound and southbound Van Ness Avenue. Two service loading docks would be located on the south side of the site, fronting Austin Street. Delivery vehicles using northbound Van Ness Avenue would have to make a U-turn at the Van Ness Avenue/Pine Street intersection and then make a right turn onto Austin Street, which is currently a westbound one-way street. Service trucks leaving the site would use Franklin Street, a one-way northbound street. The U-turn at the Van Ness Avenue/Pine Street intersection would be a difficult and disruptive movement during much of the day, particularly the morning and evening peak periods. To avoid this, trucks could be directed to use Pine Street (east) to Van Ness Avenue (south) to Austin Street. Northbound service trips could be made via Franklin Street, looping around the project site via California Street to southbound Van Ness Avenue and Austin Street.

Service vehicles arriving from the north would have a simple right turn from southbound Van Ness onto Austin Street, and would have to turn back to the north on Franklin Street upon leaving the site. Service trips from the downtown area would most likely use Sutter and Pine Streets. From Sutter Street, service vehicles would find it easiest to continue north past the site on Franklin Street to California Street, turn right onto southbound Van Ness Avenue and right again onto Austin Street. Trucks on Pine Street, which is also one-way westbound, could turn left onto southbound Van Ness Avenue and right onto Austin Street.

If Austin Street were made a two-way street, access to the site could occur via Franklin Street. Service vehicles arriving from northbound Van Ness Avenue could turn left onto westbound Sutter

Street, turn right onto northbound Franklin Street, and then turn right onto Austin Street (Figure 25, page 115). If Austin Street were made two-way, much of the necessity for the difficult U-turn movement at Van Ness Avenue/Pine Street would be eliminated, providing substantially easier access to the site for service vehicles.

Emergency Vehicle Access

Access for emergency vehicles would be primarily from the north side of the project site on Pine Street, which would be a covered passenger pick-up and drop-off point for the project. Two to three emergency vehicle calls are expected to be received each week.[17] The actual number would depend largely on the age of the resident population. Initially, the project could generate three to five ambulance calls per month. Only in exceptional situations would sirens be used by emergency vehicles. The number of emergency vehicle trips would be expected to rise as the resident population ages.

Pedestrian Impacts

Pedestrian travel to and from the project site would be encouraged by a number of factors, including good local transit service, high on-street parking occupancy in the area throughout the day, and the many retail, dining and recreational attractions along Van Ness Avenue and Polk Street in the project vicinity. The existing high ground level wind velocities occurring at the intersection of Van Ness Avenue and Pine Street (discussed in Chapter IV.D.) would continue if the project were constructed, and could discourage some pedestrian activity at this location.

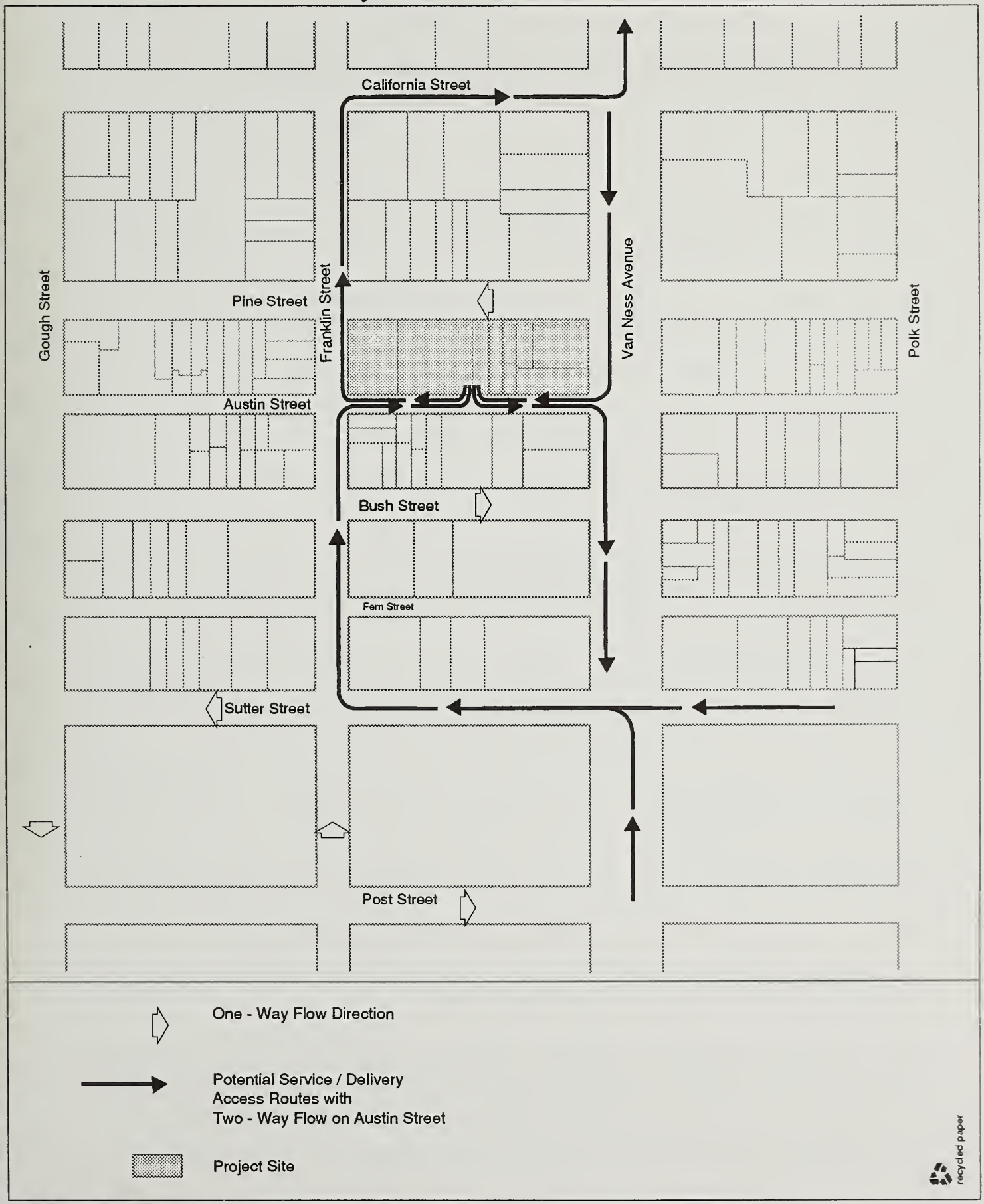
The pedestrian level of service (LOS) at sidewalks surrounding the project site currently operate at open to unimpeded conditions, and would continue to operate at these levels with the project.

With the exception of Van Ness Avenue, project residents would be able to cross streets in the project area without difficulty given the existing signal phase splits. The median island along Van Ness Avenue would provide a mid-crossing refuge for project residents; thus, while their crossing time would be doubled, their safety at this location would not be jeopardized.

There is currently a driveway entrance on Austin Street fronting the project site that is approximately two feet higher than the surrounding sidewalk. This existing sidewalk obstruction is difficult to walk

1661 Pine Street
Potential Site Access with Two-Way Austin Street

Figure 25



SOURCE: DKS ASSOCIATES

89100

FEET 0 100 200

over, and pedestrians tend to walk in the street at this location. This sidewalk obstruction would be repaired as part of the project.

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1. DKS Associates, telephone survey conducted July 1989 and December 1989. A detailed discussion of survey results is provided in the transportation study prepared for the project, on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

2. James G. Douglas, *Transportation Issues Affecting Senior Citizen Communities*, presented at ITE District 6/District 7 Joint Annual Meeting, Vancouver, British Columbia, July 31, 1986.

3. Letter from Alice Barkley, former project attorney, to EIP Associates, dated October 3, 1991.

4. DKS Associates telephone conversation with Jack Billingsly, Episcopal Homes Foundation, January 1, 1991.

5. City and County of San Francisco, Department of City Planning, *Guidelines for Environmental Review: Transportation Impacts*, April 1991.

6. The percentage of travel occurring in the peak period and hour are from the City and County of San Francisco, Department of City Planning, *Guidelines for Environmental Review: Transportation Impacts*, April 1991. Total travel during each of these periods has been adjusted to show only outbound (leaving the downtown area in the peak commute direction) travel.

7. The percentage of travel occurring in the peak period and the peak hour are from the *Transportation Guidelines*. Total travel during each of these periods has been adjusted to show only outbound (leaving the downtown area in the peak commute direction) travel. The outbound travel consists of all the work-related travel and one-half of the other (non-work) travel.

8. The 0.67 percent per year growth factor is recommended by Department of City Planning staff for use in non-downtown projects (City and County of San Francisco, Department of City Planning, *Guidelines for Environmental Review: Transportation Impacts*, April 1991).

9. Telephone conversation with Joe Erway, President, CEDEVCO (Project Manager), March 28, 1991.

10. City and County of San Francisco, Van Ness Avenue Plan Final EIR, August 1987, p. 111.

11. Information provided to DKS Associates by Dolores Crist, St. Paul's Towers Administrative Manager, in a telephone interview, September 11, 1989.

12. An estimated visitor parking demand of 15 spaces is approximately midway between demand estimates for the older, urban Oakland facility (8-10 visitors spaces) and the newer, suburban Santa Rosa facility (20-25 visitor spaces); these estimates were provided by Patricia Migletto (Oakland) and Andy Anderson (Santa Rosa) in telephone interviews conducted on February 12, 1991.

13. Episcopal Homes Foundation, letter dated October 17, 1991, to Joe Erway, CEDEVCO.

14. The fee structure includes both "up front" entry fees and ongoing monthly fee to cover operating costs. Entry fees would range from $110,000 for a single-occupancy studio to $275,000 for a double-occupancy two bedroom unit, while the monthly fees would range from $1,460 for a studio to $3,090 for two bedroom, double occupancy.

15. Information provided by Patricia Migletto, St. Paul's Towers, via telephone conversation February 12, 1991.

16. DKS Associates, telephone conversation with Brent Kirlin, Facilities Manager, The Sequoias, October 10, 1991.

17. The emergency vehicle frequency is based on telephone conversations with other similar facilities (dates noted above in endnote 12) and on related studies (see endnote 2).

F. CONSTRUCTION NOISE

Ambient noise in the project vicinity is typical of urban settings, where noise levels are dominated by vehicular traffic, including trucks, cars, MUNI buses and emergency vehicles. The Environmental Protection Element of the San Francisco Master Plan indicates day-night noise levels (L_{dn}) were about 80 dBA along Van Ness Avenue in the vicinity of the project site in 1974.[1,2] Recent sidewalk noise measurements taken during the weekday p.m. peak commute time show average noise levels of about 75-78 dBA on Pine Street and Van Ness Avenue.[3,4] Noise levels in the lobby of the Holiday Inn (northeast corner of Van Ness/Pine intersection) range between 49 and 65 dBA, depending on the distance from the twin entry doors and if the doors are open or closed. Noise levels were measured in an 8th floor guest room facing the project site at Van Ness Avenue and Pine Street. The measurements were recorded six feet from a window at a height of five and one-half feet above the floor. With the window closed, steady noise levels were about 39-42 dBA; peaks of 47-48 dBA were associated with street traffic. With the window open, steady noise levels were about 52-55 dBA; peaks of 62-63 dBA were associated with street traffic.

Project-related demolition, excavation and construction would take place over a period of about 28 months, and would increase noise levels in surrounding areas. Construction noise levels would fluctuate depending on construction phase, equipment type and duration of use, distance between noise source and listener, and presence or absence of barriers between noise source and listener. To estimate probable noise impacts, this analysis assumes typical equipment and construction techniques. Table 12, page 119, shows typical exterior noise levels associated with the different phases of construction (see Appendix E, Table E-2, p. A-64, for a table of typical noise levels found in the everyday environment). Interior noise levels at 50 ft. from the noise source would be about 10 to 15 dBA less with windows open than those shown in Table 12. Closed windows would reduce interior noise levels by about 20 to 25 dBA below those shown in the table.

Construction noise is regulated by the San Francisco Noise Ordinance (Article 29 of the *City Police Code*). The ordinance requires that sound levels of construction equipment other than impact tools not exceed 80 dBA at a distance of 100 feet from the source. Impact tools (jackhammers, pile drivers, impact wrenches) must have both intake and exhaust muffled to the satisfaction of the Director of Public Works. Section 2908 of the Ordinance prohibits construction work at night, from 8:00 p.m.

TABLE 12

TYPICAL COMMERCIAL/INDUSTRIAL CONSTRUCTION NOISE LEVELS AT 50 FEET FROM THE SOURCE

Construction Phase	Average Noise Level (dBA)
Ground Clearing	84
Excavation	89
Foundations	78
Erection	87
Exterior Finishing	89

Source: Bolt, Beranek and Newman, 1977, page 20, *Noise from Construction Equipment and Operations, Building Equipment and Home Appliances*, U.S. Environmental Protection Agency.

to 7:00 a.m., if noise would exceed the ambient noise level by five dBA at the project property line, unless a special permit is authorized by the Director of Public Works. No evening construction activity is proposed.

Project construction would occur in several stages: demolition and clearance, excavation, foundation preparation, concrete structure, and exterior finishing. Throughout the construction period there would be truck traffic to and from the site, initially hauling away debris and dirt and then delivering building materials. The project sponsor would erect an eight-foot-high, three-fourths-inch thick, plywood noise barrier around the site perimeter. Noise insulation properties of such a wall would reduce construction noise which occurred below the wall by about 5 dBA.

No pile driving is proposed. The loudest construction related noises would therefore occur while loading trucks with fill during excavation, for a period of about two to three months, and when using power saws and various impact tools.

Land uses surrounding the project site include, primarily, commercial uses on ground floors, upper story offices, and residential buildings. The closest residential uses are located on Austin Street directly south of the site, on Franklin Street directly west of the site, and on Pine Street west of Franklin Street. The Holiday Inn is located on the northwest corner of Van Ness Avenue and Pine Street.

At the beginning of the two to three month excavation phase, machinery operated at and near the southwestern site boundary at grade level would generate peak noise levels of about 89 dBA at 50 ft. from the source, reduced by about 5 dBA as a result of the sound wall. During the first two to three weeks of this construction phase, building occupants along Austin Street and Franklin Street would experience noise levels of about 73-78 dBA and 66-71 dBA, respectively, with windows open, and about 63-68 dBA and 56-61 dBA, respectively, with windows closed.

During erection of the first four floors of the superstructure, a period of about one month, building occupants along Austin Street and Franklin Street would experience noise levels of about 76-81 dBA and 69-74 dBA, respectively, with windows open, and about 66-71 dBA and 59-64 dBA, respectively, with windows closed.

Guests of the Holiday Inn, and occupants of residential and commercial buildings to the north of the project site would be less affected by project construction noise. Attenuation of noise energy over a distance of about 150 feet, and the presence of a sound wall would cause ground level excavation noise to be approximately 80 dBA at the facade of the Holiday Inn. Interior lobby noise levels would range between 53 and 69 dBA, depending on receptor location in the lobby and whether entry doors were open or closed. In eighth-floor guest rooms, interior noise levels would be about 59 dBA with windows open, and about 46 dBA with windows closed.

In summary, during the majority of construction activity, noise levels would be at or above existing levels in the area. There would be times, particularly during excavation and lower floor superstructure erection, when construction noise would interfere with indoor activities in nearby offices, retail stores, residences and hotels. These impacts would be temporary in nature and limited to the period of construction.

1. L_{dn}, the day-night average noise level measurement, is based on human reaction to cumulative noise exposure over a 24-hour period, which takes into account the greater annoyance of Nighttime noises. Noise between 10:00 p.m. and 7:00 a.m. is weighted 10 dBA higher than daytime noise.

2. The City and County of San Francisco Master Plan, Environmental Protection Element, Map 2, *Thoroughfare Noise Levels*, 1974, page I.6.16.

3. Noise measurements were conducted by Geoff Hornek on behalf of EIP Associates, on Wednesday, August 16, 1989, between 4:30 and 6:00 p.m. These measurements were made using a Gen Rad 1565-B Sound Level Meter set on the A-weighted decibel scale, for recording equalized (eq noise energy levels. A report of the findings is on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

4. A decibel (db) is a logarithmic unit of sound energy intensity. Sound waves, travelling outward from a source, exert a force known as sound pressure level (commonly called "sound level"), measured in decibels. A dBA is a decibel corrected for the variation in frequency response of the typical human ear at commonly encountered noise levels.

G. HAZARDS

On the basis of information presented in Chapter III, Environmental Setting, there are several issues related to hazardous substances identified for the proposed project. Future and past operations include use of hazardous materials and the generation of hazardous waste. Asbestos-containing materials (ACMs) were identified in several buildings. Small quantities of hazardous materials and wastes, such as paints, solvents, and waste oil, were also identified in various buildings. Implementation of this project would create the potential for exposure to hazardous materials in the form of subsurface hazardous wastes, ACMs and the above-described small quantity substances during demolition.

According to the 1991 Phase I investigation, there is no evidence of subsurface hazardous waste contamination associated with past business activities at the site with the exception of the former Unocal gasoline service station located at the west end of the site. Petroleum hydrocarbon contamination in soil and/or groundwater may also have migrated to other portions of the site from this location. Construction and excavation activities associated with the proposed project would create the potential for exposure of workers and the community to hazardous substances.

According to CEQA, a proposed project will have an adverse significant public health and safety impact if it results in the "creation of a potential public health hazard or involve the production, use or disposal of materials which pose a hazard to people, animals or plants." For the proposed project, the significance of the public health risk is determined by the probability of construction workers or members of the general public being exposed to hazardous substances in sufficient concentrations to cause adverse health effects. All impacts are considered to be significant adverse public health and safety impacts unless otherwise noted.

Asbestos-Containing Materials

Asbestos-containing materials (ACMs) have been identified within the existing structures that are proposed to be demolished as part of the project. Demolition activities may cause a hazard of exposure to ACMs for workers and the surrounding community. Section 19827.5 of the *California Health and Safety Code*, adopted January 1, 1991, requires that local agencies not issues demolition permits until an applicant has demonstrated compliance with notification requirements under

applicable Federal regulations regarding hazardous pollutants, including asbestos. The Bay Area Air Quality Management District (BAAQMD) is the local agency delegated for inspection and law enforcement, and is to be notified ten days in advance of any proposed demolition. The District randomly inspects asbestos removal operations. In addition, the District will inspect any removal operation about which a complaint has been received.

Small quantities of hazardous substances

Small quantities of waste materials observed during the physical inspection of the site could be released during the demolition phase of project construction. Wastes include paint and paint-related materials, solvents, insecticide spray, and waste oil found in various buildings. Air conditioning units containing Freon were also identified on the roofs of the 1431 Van Ness Avenue and 1623 and 1629 Pine Street buildings.

Soil and Groundwater Contamination

Due to the presence of buildings at the project site, a subsurface investigation of the soils and groundwaters beneath the site can not be conducted at this time. The project sponsor must obtain a demolition permit in order to facilitate further investigation of the property. On March 2, 1992, the project sponsor filed applications for demolition permits to remove the 1623 and 1629 Pine Street buildings (adjacent to the former Unocal station), because the buildings have been red-tagged (unsafe for occupancy or entry, except by authorities), and present a public safety hazard. Demolition of the 1623 and 1629 Pine Street buildings, however, would itself be considered a significant impact on the existing architectural resources on the site, discussed in Chapter IV.B, Historic, Architectural and Cultural Resources.

The subsurface investigation would likely include soil borings and groundwater monitoring wells for collection of samples to be analyzed for petroleum hydrocarbons. If necessary, remediation of contaminated soils may include on-site treatment or excavation for treatment and disposal off-site. Based on the analytical results, remediation of contaminated groundwater may include on-site pumping and treatment, in conjunction with periodic monitoring. All remediation scenarios would require similar review and approval of responsible agencies and safety requirements for on-site workers (see Appendix H: Hazardous Materials).

A remediation plan will be prepared for the site following full characterization of the soil and groundwater contamination. Site investigation and remediation would be in accordance with the California Leaking Underground Fuel Tank (LUFT) manual and the Tri-Regional Board Recommendations documents for remediation of soil and groundwater contamination originating from underground storage tanks. Site remediation would be guided by a Site Mitigation Plan, as required by San Francisco's "Analyzing the Soil for Hazardous Wastes" Ordinance. A Site Mitigation Plan generally includes, at a minimum, the following: proposed methods of treating hazardous soils in a manner that would render them nonhazardous or otherwise protect public health and safety; plans for final disposal of soils, treated or otherwise; and plans for handling, testing, treating, and disposing groundwater during remediation. Under the "Analyzing the Soil for Hazardous Wastes" ordinance, the report must also include a statement signed by the report preparer certifying that he or she is qualified to prepare the Site Mitigation Plan and that the mitigation measures identified in the report would protect public health and safety. Under the San Francisco ordinance, if further investigation determines that additional areas of the site were contaminated, or if excavation or remediation plans changed at any stage of the project, a revised report satisfying ordinance requirements must be prepared and submitted to the San Francisco Department of Public Health and the San Francisco Department of Public Works.

Remediation of contaminated soils and/or groundwater at the project site would eliminate the health threats posed by hazardous wastes and prevent workers and the public from encountering such materials during construction activities. Removal of the hazardous materials would also eliminate a potential local source of groundwater contamination, which would also be beneficial for the long term.

Site remediation measures in themselves, could have impacts. During site remediation workers, and possibly the public, could be exposed to chemical compounds in soils, soil gases, or groundwater. The public and the environment could be exposed to airborne chemical compounds.

Potential impacts of remediation would be mitigated, in part, by legally required safety and hazardous waste handling and transportation precautions. For hazardous waste workers, federal Occupational Safety and Health Administration (OSHA) regulations mandate an initial 40-hour training course and subsequent annual training review. Additionally, site-specific training would be required for some workers. In responsible agency review of mitigation plans, procedures for protection of the public during remediation would be evaluated. These measures, along with application of clean-up

standards, would serve to protect human health and the environment during site remediation, thus minimizing remediation impacts.

CUMULATIVE IMPACTS

If contaminated fill were to be removed from the site during remediation, this material would contribute to cumulative impacts on the region's hazardous waste handling capacity. Treatment and disposal of hazardous wastes are issues of national importance. Federal and state legislation is attempting to address those issues. At the Federal level, the Resource Conservation and Recovery Act Hazardous and Solid Waste Amendments of 1984 prohibit the land disposal of untreated wastes as of May, 1990 (the "land ban"). EPA currently has promulgated treatment standards for the applicable hazardous wastes. Wastes that meet the standards are not subject to the prohibition and may be land disposed. The law states that if there is insufficient treatment capacity nationwide, the ban date may be extended for up to two years. In addition, the EPA may grant a petition to allow land disposal of an untreated waste at any specific site upon demonstration that no migration of any hazardous constituents can occur from the site.[1]

California law, the Hazardous Waste Management Act of 1986, is similar to federal land ban law. It specifies that after May, 1990, hazardous waste must be treated to adopted standards for disposal within the state and land disposal is restricted. California law also encourages recycling and reuse, and allows shipment out-of-state for hazardous wastes that cannot meet treatment standards.[5]

Landfill space for hazardous waste is relatively limited. As of mid-1989, there were twenty-four hazardous waste landfills in the United States that were open to commercial hazardous waste generators. Of these, seven are located in western states.[2] On a national level, hazardous waste landfill space is relatively limited and will grow even more limited as landfill capacities gradually become exhausted. The intent of the land ban legislation is to address the fundamental error of reliance on land disposal by forcing waste generators and handlers to seek alternatives. Because hazardous waste landfill space is limited and efficient and environmentally acceptable hazardous waste treatment technologies have yet to be developed fully, handling of hazardous waste is becoming an increasingly important problem.

Cumulative impacts of site remediation on the region's hazardous waste handling capacity would not be a result of the proposed project; site remediation resulting from the former gas station use on the site is the legal obligation of the Unocal Corporation.

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1. California Department of Health Services, "Land Disposal Restriction Newsletter," Toxic Substances Control Division, Alternative Technology Section, January, 1988.

2. EI Digest, *Industrial Hazardous Waste Management*, Environmental Information, Limited, February, 1989.

H. EMPLOYMENT

The proposed project would require the demolition of all seven buildings existing on site. Except for the Gita Hotel (Lot 25 which employees three people), these buildings are currently vacant. At the beginning of 1990, these buildings were about 55 percent occupied, and the on-site employment was about 54 as follows:[1] 14 light industrial/wholesale sales employees; 13 business/professional service employees; ten retail employees; six automobile service station employees; three hotel employees; three restaurant employees; three personal service employees; and two institutional employees.

At full operation, the project would accommodate about 210 workers on site (full- and part-time) as follows: about 80 food service; 56 health care; 32 housekeeping; 14 maintenance/grounds; 12 administration; nine security; and seven retail.[2]

About 306-1138 additional jobs in the Bay Area would result from the employment multiplier effect of project operation.[3] Construction of the new project would require about 225 person-years of construction labor.[4] About 281-578 additional person-years of employment would result in the Bay Area, from the multiplier effect of project construction.[5]

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1. Information related to past tenants, uses and the dates of vacation was provided by a project attorney in a letter dated October 3, 1991. A copy of this correspondence is on file and available for public review at the Department of City Planning, 450 McAllister Street, San Francisco.

2. The number of employees anticipated for the proposed project is based on information provided by other similar facilities located in Northern California, and on employment density ratios provided in the Van Ness Avenue Plan EIR (82.392E/87.586E), Table 1, p. 39. A work shift breakdown is provided in a November 11, 1991 letter from Laurence O. Pratt, Jr., Episcopal Homes Foundation, to Joe Erway, CEDEVCO; a copy of this letter is in the Department of City Planning project case file.

3. Indirect employment projections are based on the *1987 Input-Output Model and Economic Multipliers for the San Francisco Bay Area*, Center for Analysis and Information Services, Association of Bay Area Governments. The *1987 Input-Output Model* supersedes information contained in the 1988 Update of the 1982 Model. Multipliers of 1.25 and 3.34 were used for maintenance and repair jobs, 1.82 and 8.50 for food preparation jobs, 1.07 and 2.63 for retail jobs, 1.46 and 5.42 for administration and security jobs, and 1.16 and 3.08 for health service jobs. The multipliers used were Type I (low end) and Type II (high end) employment multipliers contained in Table 10 of this model.

4. Walter Denmead, Turner Construction Company, telephone communication, May 9, 1990. Assumes 18 percent of total construction cost is for labor, and that an average construction worker's salary is $44,000 per year. A person-year of construction labor is the amount of work performed by one worker over a one-year period. The construction period of the proposed project is expected to be about 28 months; therefore, there would be an average of 100 workers employed at any one time during the project's construction. The actual number would vary depending on construction phase.

5. *1987 Input-Output Model and Economic Multipliers for the San Francisco Bay Region*, Association of Bay Area Governments. Multipliers of 1.25 and 2.57 were used for non-residential construction jobs. The multipliers used were Type I (low end) and Type II (high end) employment multipliers contained in Table 10 of this model.

V. MITIGATION MEASURES PROPOSED TO MINIMIZE THE POTENTIAL ADVERSE IMPACTS OF THE PROJECT

In the course of project planning and design, measures have been identified that would reduce or eliminate potential environmental impacts of the proposed project. Some of these measures have been, or would be, adopted by the project sponsor or project architects and contractors and thus are proposed; some are under consideration. Implementation of some may be the responsibility of public agencies. Measures under consideration may be required by the City Planning Commission as conditions of project approval, if the project were to be approved. Each mitigation measure and its status is discussed below. Improvement measures are also included, which, although not intended to mitigate a specific significant impact, would improve conditions in the project area.

There are several items required by law which would serve to mitigate impacts, and are summarized here for informational purposes. These measures include: no use of mirrored glass on the building to reduce glare, as per City Planning Commission Resolution 9212; provision of off-street bicycle storage pursuant to Section 155 of the *Planning Code*; limitation of construction-related noise levels, pursuant to the San Francisco Noise Ordinance (Article 29 of the *San Francisco Police Code*, 1972); consultation with and approval from the San Francisco Department of Public Works Industrial Waste Division if treated groundwater were to be discharged to the City sewer; handling and transportation of hazardous wastes done under manifest and restricted to persons with appropriate training and licensing; and observance of federal and state OSHA safety requirements for hazardous waste sites including the hazardous waste site safety training requirements of 29 CFR 1910.120.

State law requires that a reporting or monitoring program be adopted regarding mitigation measures that are made conditions of approval for any project which would otherwise have significant environmental impacts. As such, any alternative selected by the project sponsor and proposed to the City Planning Commission for approval will include a monitoring and/or reporting program to ensure compliance with all mitigation measures required as conditions of approval. The details of such a program, which could include activities by the project sponsor, the San Francisco Department of City

Planning, other City agencies or outside consultants, will be included in the final presentation of the proposed project to the City Planning Commission.

Additional measures which are not required by legislation but which would also serve to mitigate environmental impacts appear below. Measures indicated with an asterisk (*) were adopted as part of the Final Initial Study (see Appendix A, pages A-1 to A-41).

NOISE

MITIGATION MEASURES REQUIRED BY LAW

* As recommended by the Environmental Protection Element of the San Francisco Master Plan, an analysis of noise reduction measurements would be prepared by the project sponsor and recommended noise insulation features would be included as part of the proposed building. The residential towers would have to comply with Title 24, Noise Insulation Standards, which requires interior noise levels not to exceed 45 dBA between 10:00 p.m and 7:00 a.m. and 55 dBA between 7:00 a.m. and 10:00 p.m.

* The construction contract would require that the project contractor muffle and shield intakes and exhausts, shroud or shield impact tools, and use electric-powered rather than diesel-powered construction equipment, as feasible, so that noise would not exceed limits stated in the City Noise Ordinance (Article 29, *San Francisco Administrative Code*, 1972).

MITIGATION MEASURE PROPOSED AS PART OF THE PROJECT

* The project sponsor would require the general contractor to construct barriers around the site, and around stationary equipment such as compressors, which would reduce construction noise by as much as five dBA, and to locate stationary equipment in pit area or excavated areas, as these areas would serve as noise barriers.

IMPROVEMENT MEASURE PROPOSED AS PART OF THE PROJECT

The project sponsor would require the building management to maintain a general policy against the use of emergency vehicle sirens, to reduce the disruptive noise impacts they create to project residents and surrounding neighbors.

TRANSPORTATION

IMPROVEMENT MEASURES PROPOSED AS PART OF THE PROJECT

The project would include two loading docks on Austin Street to meet loading/delivery demand.

The project would include a covered passenger pick-up/drop-off area on Pine Street clear of street traffic.

The proposed project would include an off-street parking supply of 252 spaces to help off-set the estimated demand of 270 spaces. Given the age and income levels of the potential residents, the existing lack of on-street parking availability in the project area, and the potential for shared parking with nearby uses in future years as the project parking demand declines, accommodating the project's demand entirely on-site is strongly recommended. Additional parking also allows greater flexibility in terms of the average age and type of resident who can be housed in the units.

The project would include an on-site construction staging area large enough to avoid queuing of construction traffic on adjacent streets.

The project would correct existing sidewalk obstructions and irregular grades (as currently exist on Austin Street) to allow free flow pedestrian movement.

The placement of paving, landscaping or other structures in the sidewalk area (subject to City approval) would be done in such a way as to minimize interference with pedestrian traffic.

While subsurface sidewalk vaults are discouraged, the project sponsor would design subsurface sidewalk vaults to allow for possible future widening of adjacent streets. Vault design shall be of sufficient strength to carry maximum vehicular live and dynamic loads. Vault areas could be designed to accommodate street trees subject to Department of Public Works approval. In addition, should vaults exist or be installed as part of the project, the project sponsor would accommodate and pay for the installation of all subsurface footings, supports and foundations as may be required for future public improvements such as street lights, street trees, trolley wire poles, signs, benches, transit shelters, etc. within the project vault areas.

IMPROVEMENT MEASURES UNDER CONSIDERATION BY PROJECT SPONSOR

The project may provide secure bicycle storage facilities which would, at a minimum, provide safe shelter for commuters and short-term visitors to the life care facility. Showers would be provided for use by employees to encourage bicycling and walking as commute alternatives for employees in the project.

Give preferential consideration to hiring San Francisco residents, which should result in fewer employee vehicle trips and more by walking and transit.

Encourage transit use by employees not living nearby, by posting MUNI schedules in employee common areas and subsidizing employee Fast Passes for MUNI.

Require truck trips (service/delivery) to use Franklin Street, from the south, or Pine Street from the east, to avoid the need for U-turns from northbound Van Ness Avenue at Pine Street.

During the construction period, construction truck movement would be permitted only between 9:00 a.m. and 3:30 p.m. to minimize peak-hour conflicts and to accommodate queuing of MUNI buses prior to peak hours. The project sponsor and the construction contractor would meet with the Traffic Engineering Division of the Department of Parking and Traffic, the Fire Department, MUNI and the Department of City Planning to determine feasible traffic mitigation measures to reduce traffic congestion during construction of this project and other nearby projects. To minimize cumulative traffic impacts due to lane closures during construction, the project sponsor would coordinate with construction contractors for any concurrent nearby projects that are planned for construction or which later become known.

The project sponsor would, in consultation with the Municipal Railway, install eyebolts or make provisions for direct attachment of eyebolts for MUNI trolley wires on the proposed building wherever necessary or agree to waive the right to refuse the attachment of eyebolts to the proposed building if such attachment is done at City expense.

The parking driveway would include warning devices (lighted signs and noise-emitting devices) to alert pedestrians to vehicles exiting the structure.

The project sponsor would prepare a phasing plan for the closure and temporary use of public street and/or sidewalk space during the construction period. Such a plan would have to be accepted and approved by the City prior to release of a building permit or public right-of-way encroachment permit. Such a plan would include the following:

Installation of temporary sidewalk and fenced enclosure for the safety of the public.

Provision of an off-site storage area for construction material until needed in the project. No storage of materials outside the fenced enclosure on site would be allowed.

Daily cleaning and washing down (with reclaimed or otherwise non-potable water) of city streets adjacent to the site to remove mud and debris carried out from the site.

Watering (with reclaimed or otherwise non-potable water) exterior demolition work, covering of storage piles, covering trucks hauling debris and watering any area of exposed soil daily to reduce dust generation.

Use of canvas drapes to close in building floors when applying mineral-based insulation to the building frame.

Prohibit long-term idling by trucks waiting to unload construction materials to minimize exhaust emissions.

Monitoring of truck movement into and out of the project site by either the superintendent, the assistant superintendent or an off-duty officer to reduce any conflicts.

IMPROVEMENT MEASURES THAT COULD BE IMPLEMENTED BY PUBLIC AGENCIES

The City could make Austin Street a two-way street, which would provide better circulation for delivery and service trucks to and from the loading docks on Austin Street, and would allow residents a more direct egress from the site to points south. On-street parking along Austin Street would be eliminated.

Coordinate work schedules of Pacific Gas and Electric Company and other utilities requiring trenching, so that disruption would take place during weekends and off-peak hours. This should be done through the San Francisco Committee for Utility Liaison on Construction and Other Projects (CULCOP). In-street utilities should be installed at the same time as the street is opened for construction of the project to minimize street disruption.

AIR QUALITY

MITIGATION MEASURES PROPOSED AS PART OF THE PROJECT

* The project sponsor would require the general contractor to sprinkle demolition sites with non-potable water continually during demolition activity; sprinkle unpaved construction areas with non-potable water at least twice per day to reduce dust generation by about 50%; cover stockpiles of soil, sand, and other materials; cover trucks hauling debris, soils, sand or other such material; and sweep streets surrounding demolition and construction sites at least once per day to reduce total suspended particulates (TSP) emissions. The project sponsor would require the general contractor to maintain and operate construction equipment so as to minimize exhaust emissions of TSP and other pollutants by such means as a prohibition on idling of motors when equipment is not in use or trucks are waiting in queues, and implementation of specific maintenance programs (to reduce emissions) for equipment that would be in frequent use for much of a construction period.

  The project sponsor would require the project architect to incorporate into the project design a comprehensive landscaping program, including trees, hedges, screens, fences, statuary and other landscaping elements, to reduce wind effects and provide wind protection in seating areas created by the project. If landscaping measures are insufficient to reduce wind speeds to pedestrian comfort criteria levels required by *City Planning Code*, then screening or partial enclosure of affected areas would be included.

  Project residents would be warned about the presence of hazardous wind conditions on the east side of the Van Ness Avenue/Pine Street intersection.

GEOLOGY/TOPOGRAPHY

MITIGATION MEASURES PROPOSED AS PART OF THE PROJECT

The following mitigation measure was adopted as part of the Final Initial Study (see Appendix A, pages A-19 through A-21 and A-33).

* A detailed foundation and structural design study would be conducted for the building by a California-licensed structural engineer and a geotechnical consultant. The project sponsor

would follow the recommendations of these studies during the final design, excavation of the site and construction of the project.

Structural design and foundation condition studies were performed in 1989 Kleinfelder, Incorporated.[1] The studies provide assessments of geological hazards related to regional seismicity, local geologic and soils conditions at the site of the proposed project. The Kleinfelder reports provide specific recommendations for foundations (bearing capacity, uplift loads, lateral load resistance, future settlement), basement walls, slab-on-grade, earthwork (excavation, fills, backfills, subgrade preparation, temporary shoring, site profile coefficient), and design seismic response. The recommendations in these reports comprise the site condition and seismic response component of the project. This component is required, by the City, to be included in the project design, as a condition of project approval.

HAZARDS

MITIGATION MEASURES PROPOSED AS PART OF THE PROJECT

* An evacuation and emergency response plan would be developed by the project sponsor or building management staff, in consultation with the Mayor's Office of Emergency Services, to insure coordination between the City's emergency planning activities and the project's plan and to provide for building occupants in the event of an emergency. The project plan would be reviewed by the Office of Emergency Services and implemented by building management insofar as feasible before issuance by the Department of Public Works of final building permits. To expedite implementation of the emergency response plan, the project sponsor would prominently post information for building occupants concerning what to do in the event of a disaster.

* A preliminary inspection of the existing buildings for asbestos would be made, and a final report prepared. Included in the final report would be a plan for the safe removal and disposal of any asbestos found in the buildings exceeding allowable levels under applicable State law. A copy of this report would be submitted to the Bay Area Air Quality Management District (BAAQMD), and any other appropriate State agency, and evidence of this submittal transmitted to the Department of City Planning before the commencement of asbestos abatement. The project sponsor would comply with applicable State law which regulates asbestos removal and disposal.

  The BAAQMD must be notified 10 working days in advance of any proposed demolition of buildings containing asbestos. Notification must include the names and addressed of operations and person responsible, including the contractor; description and location of the structure(s) to be demolished including size, age and prior use, and the approximate amount of friable (easily crumbled or pulverized) methods to be employed; procedures employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The owner of the property where demolition is to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material is required to file a Hazardous Waste Manifest which details the hauling of the material from the site and the disposal of it.

The small quantity of wastes identified during the physical inspection will be removed for appropriate disposal or recycling prior to building demolition. The project sponsor would have the project contractor conform to State regulations for the removal of toxic materials in the existing structures. This will be accomplished through the San Francisco household hazardous waste recycling program. Freon in the air conditioning units would be evacuated by a licensed air-conditioning specialist who can recycle the substance.

The following mitigation measures shall be implemented according to direction of the San Francisco City Department of Public Health (DPH), the San Francisco Bay Regional Water Quality Control Board (RWQCB), and other appropriate regulatory agencies. These measures include, but are not limited to, the preliminary recommendations stated in Exceltech's report of October 1991. Exceltech was retained to track and advise the project sponsor regarding the Unocal investigation and remediation. If necessary, Exceltech will supplement and/or verify the investigation of soil and groundwater beneath the site to be conducted by Unocal:

A site-specific Safety and Health Plan for hazardous materials and waste operations would be prepared and submitted to the San Francisco Department of Public Health before site activities would proceed. The site-specific Safety and Health plans, which would be applicable to all activities at the site prior to completion of site remediation, would establish policies and procedures to protect workers and the public from potential hazards posed by hazardous wastes. The Plan would be prepared according to federal and state regulations for hazardous waste site Safety and Health plans. The site safety officer;s log would be made available to the San Francisco Department of Public Health for inspection.

Due to the presence of buildings at the project site, a subsurface investigation of the soils and groundwater beneath the buildings cannot be conducted at this time. The project sponsor has applied for demolition permits for buildings at the proposed site in order to facilitate further investigation of the property by Unocal's consultant (demolition of the 1623 and 1629 Pine Street buildings, which are rated for their architectural significance, would itself, however, constitute an unavoidable significant adverse impact).

A report detailing the extent of soil and groundwater contamination from the Unocal site will be submitted by Unocal to the City and the RWQCB. The report shall be reviewed and approved by the City and the RWQCB. All revisions imposed by the City and the RWQCB shall be implemented. If contamination levels on the proposed project site are at or near thresholds set by California regulations (*California Code of Regulations*, Title 22) or relevant federal law, the project sponsor shall meet with the City and RWQCB staff to determine whether further action, including additional testing, would be necessary. If contamination exceeds State and/or federal threshold levels on the proposed site, Unocal shall prepare a Remedial Action Plan. The Remedial Action Plan shall be reviewed and approved by the City and the RWQCB. The Plan shall include all revisions imposed by City and the RWQCB. Upon acceptance, Unocal shall implement the Remedial Action Plan, and provide written verification from a Registered Environmental Assessor, a registered engineer, or registered geologist, of its completion to the project sponsor, the City and the RWQCB. The verification of remediation would include full remediation

documentation, including chain-of-custody forms, laboratory analysis reports, and copies of hazardous waste transport manifests.

Soil remediation methods could include excavation and site treatment, excavation and off-site treatment or disposal, or treatment without excavation. Some methods of in-situ treatment of soils contaminated with petroleum hydrocarbons, solvents and/or heavy metals include:

- *Bioremediation.* Enhancement or introduction of microbial organisms in in-situ soils to promote degradation of organic contaminants.

- *Chemical fixation.* Introduction of chemicals that will bond with and stabilize contaminants in soil.

- *Soil washing.* Introducing water solution into in-situ to dissolve contaminants, and then removing and treating or disposing of wash water.

Excavated soils can be treated either on- or off-site as described above. Excavated soils can also be air stripped by introducing forced air to remove volatile contaminants that are then trapped and collected in a filter medium. Excavated soils that are hauled off-site may be similarly treated at permitted hazardous waste facilities.

Remediation alternatives for clean-up of contaminated groundwater could include in-situ treatment, extraction and on-site treatment, or extraction and off-site treatment and/or disposal. Groundwater is extracted by pumping it out of wells installed on-site. Some of the technologies for treatment of organic contaminants include use of carbon adsorption, filtration systems and oil-water gravity separation. Metal precipitation and subsequent removal of a solid is a common treatment for groundwater contaminated by heavy metals. Extracted groundwater may also be hauled off-site for treatment at a hazardous waste facility. Discharge of treated groundwater to the publicly owned treatment works would require regulatory agency permits.

The site mitigation plan would include a dust control program to minimize potential public health impacts associated with exposure to contaminated dust.

Water produced during construction would require caution in handling, and treatment prior to discharge. Regional Water Quality Control Board standards for discharged water would apply. The City would supervise implementation of any necessary mitigation for groundwater contamination.

Implementation of these mitigation measures would reduce the potential risk to public health to a less than significant level.

The site would be secured during non-work hours to prohibit unauthorized persons from entering the construction/excavation area until completion of site remediation. Warning signs would also be posted.

CULTURAL RESOURCES

MITIGATION MEASURES PROPOSED AS PART OF THE PROJECT

* The sponsor would retain the services of an archaeologist. The Environmental Review Officer (ERO) in consultation with the President of the Landmarks Preservation Advisory Board (LPAB) and the archaeologist would determine whether the archaeologist should instruct all excavation and foundation crews on the project site of the potential for discovery of cultural and historic artifacts, and the procedures to be followed if such artifacts are uncovered.

* Given the possibility of encountering the remains of cultural or historic artifacts within the project site, prior to the commencement of foundation excavations the project sponsor would undertake a program of archaeological testing. This would consist of observation and monitoring by a qualified historical archaeologist of site clearance of at least any materials below existing grade level, and either the placement of a series of mechanical, exploratory borings or of other similar on-site testing methods. The archaeologist would supervise the testing at the site to determine the probability of finding cultural and historical remains. At the completion of the archaeological testing program, the archaeologist would submit a written report to the ERO, with a copy to the project sponsor, which describes the findings, assesses their significance and proposes appropriate recommendations for any additional procedures necessary for the mitigation of adverse impacts to cultural resources determined to be significant.

* An historical archaeologist would be present during site excavation and would record observations in a permanent log. The ERO would also require cooperation of the project sponsor in assisting such further investigations on site as may be appropriate prior to or during project excavation, even if this results in a delay in excavation activities.

* In addition, a program of on-site construction monitoring by a qualified historical archaeologist, designed to allow for the recovery of a representative sample of the cultural materials existing on the site, would be implemented by the project sponsor. This monitoring and recovery program would result in a written report to be submitted to the ERO, with a copy to the project sponsor.

* Should cultural or historic artifacts be found following commencement of excavation activities, the archaeologist would assess the significance of the find, and immediately report to the ERO and the President of the Landmarks Preservation Advisory Board (LPAB). Upon receiving the advice of the consultants and the LPAB, the ERO would recommend specific mitigation measures, if necessary. Excavation or construction activities following the preconstruction archaeological testing program which might damage the discovered cultural resources would be suspended for a maximum of four weeks (cumulatively for all instances that the ERO has required a delay in excavation or construction) to permit inspection, recommendation and retrieval, if appropriate.

* Following site clearance, an appropriate security program would be implemented to prevent looting. Any discovered cultural artifacts assessed as significant by the archaeologist upon concurrence by the ERO and the President of the LPAB would be placed in a repository designated for such materials or displayed on site if appropriate. Copies of the reports

prepared according to these mitigation measures would be sent to the California Archaeological Site Survey Office at Sonoma State University.

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1. Kleinfelder, Incorporated, *Geotechnical Investigation Report, San Francisco Towers, San Francisco, California*, John D. Rice, Staff Engineer, Michael F. Majchrzak, P.E., G.E., Senior Geotechnical Engineer, File No.: 11-1999-01, 28 August 1989.

Kleinfelder, Incorporated, *Geologic Hazards and Site Response Spectra Analysis, San Francisco Towers, San Francisco, California*, Joseph I. Sun, PhD, Staff Engineer, Michael F. Majchrzak, P.E., G.E., Senior Geotechnical Engineer, Michael S. Chapin, P.E., C.E.G. No. 1149, Senior Geologist, File No.: 11-1999-01, 30 August 1989.

VI. SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED

In accordance with Section 21067 of the California Environmental Quality Act (CEQA), and with Section 15040, 15081 and 15082 of the State CEQA Guidelines, the purpose of this chapter is to identify significant impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the proposed project, or by other mitigation measures that could be implemented, as described in Chapter V., Mitigation Measures, pages 129-138.

The findings of significant impact are subject to final determination by the City Planning Commission as part of its certification process for the EIR. This chapter in the Final EIR will be revised, if necessary, to reflect the City Planning Commission's findings. If the City Planning Commission finds that there would be a significant impact, then all approving bodies would be required to make formal findings of overriding consideration indicating how the benefits of the project outweigh its potential significant environmental effects.

The 1623 and 1629 Pine Street buildings on the project site are both rated "2" in the 1976 Department of City Planning citywide architectural inventory; rated "B" (major importance) by the Foundation for San Francisco's Architectural Heritage; and identified as significant in the Van Ness Avenue Plan. If the 1623 and 1629 Pine Street buildings are demolished as a result of approval of the project, demolition of these buildings would constitute a significant impact.

VII. ALTERNATIVES TO THE PROPOSED PROJECT

This chapter identifies alternative to the proposed project, discusses environmental impacts associated with these alternatives, and gives reasons the alternatives were rejected in favor of the project. Regardless of the sponsor's reasons for rejection, the City Planning Commission could approve an alternative instead of the proposed project if the Commission believed the alternative would be more appropriate for the site.

Analysis of alternatives at different sites for private projects is not required except in very limited circumstances. Whether property is owned or can reasonably be acquired by the project sponsor has a strong bearing on the feasibility of developing a project alternative. This EIR does not include an alternate site alternative because the Episcopal Homes Foundation, the project sponsor, has no feasible alternative site available for the proposed project.

In order to develop a life care facility, the project sponsor must consider environmental, economic and legal constraints, as well as the special needs of the elderly population to be served. The objective of the project sponsor is to develop a full-service residential life care facility in a single complex large enough for 250 or more dwelling units, which meets (or could be brought up to) the current State hospital seismic safety requirements, as outlined in *State Health & Safety Code* Sections 13131.5 and 15000, et seq.

The project sponsor has searched since 1974 for a suitable site within San Francisco to construct a life care facility. Predevelopment analysis was conducted for at least 17 sites before the project sponsor selected the proposed 1661 Pine Street location.[1] The project sponsor assembled seven parcels comprising the proposed project site from different ownerships and obtained the issuance of the necessary State-sponsored bond financing. An alternative site in San Francisco of similar size and suitability for development of the project cannot be feasibly obtained by the project sponsor within the time frame for the available bond financing.

Several of the alternate site locations were not of sufficient size, could not be reconfigured to meet the minimum space requirements, or presented insurmountable problems for seismic retrofitting. In addition, the financing and sales of life care units is governed by State law, and requires a minimum of 50 percent pre-selling prior to the start of construction (see Appendix G, Life Care Contracts and Financing Structure, page A-70). This requirement precluded the selection of at least two alternate sites.

In most areas of San Francisco, the density of the proposed project would be inconsistent with the *Master Plan* and *Planning Code*. In addition, few, if any, alternative sites offer the range of amenities, including access to public transportation, pedestrian amenities and neighborhood safety required by the residents of a residential life care facility.

According to the project sponsor, if a life care facility is not approved at the proposed site, the project sponsor will abandon the project.

A. ALTERNATIVE A: NO PROJECT

DESCRIPTION

This alternative would entail no change to, or change but no new construction on the site. The proposed project would not be built. Most existing buildings on the site would be retained. The project sponsor might pursue demolition of the 1623 and 1629 Pine Street buildings, for which applications for demolition have been filed, and demolition of the Gita Hotel regardless of whether or not the proposed project is approved.

IMPACTS

If the No Project Alternative were implemented, none of the impacts associated with the project would occur. The environmental characteristics of this alternative would be generally as described in the Environmental Setting sections of this report (see Chapter III, pages 37 to 72, for a discussion of existing conditions). Transportation and noise impacts associated with the demolition of the on-site buildings and subsequent construction of the project would not occur.

Transportation conditions (as described in Chapter IV, Impacts, pages 73 to 128) as base conditions with cumulative development, but without the project, would continue to exist around the site. This

alternative would not contribute to cumulative impacts on transportation at local intersections. There would be no change in energy demand on the site. Population and employment would not increase as it would with the project. Land uses, site views, shadows and wind conditions would not change.

Under the No Project Alternative, the 1623 and 1629 Pine Street buildings would retain their various ratings for architectural and/or historical significance, but the existing unsafe conditions of the buildings, which were structurally deficient and sustained further damage in the 1989 Loma Prieta earthquake, would not be changed. These buildings have been red-tagged (unsafe for occupancy or entry, except by authorities) by the San Francisco Department of Public Works. All existing buildings on site are under abatement proceedings for unsafe parapets; this condition would remain under the No Project Alternative. The seven existing buildings on site are all vacant, except for residential occupancy at the Gita Hotel. Under the No Project Alternative, the 1623 and 1629 Pine Street buildings would remain vacant until such time that the seismic hazard of the structures was corrected if feasible; the project sponsor would still pursue demolition of these structures. Under the No Project Alternative, the former owners of the western portion of the site, the Unocal Corporation, would be obligated by law to continue to investigate and remediate existing soil and groundwater contamination that originated on their property.

Under the No Project Alternative, the project sponsor would still seek permission to demolish Gita Hotel. One-to-one replacement of the single-resident occupancy (SRO) units would occur, pursuant to Chapter 41 of the *San Francisco Administrative Code* (Residential Hotel Conversion and Demolition Ordinance).

Thus, this alternative would result in no employees on site, compared to 210 employees for the proposed project. The No Project Alternative would preserve the option to develop a similar or different type of building on the site in the future, including the possibility of adaptive re-use, seismic retrofitting and architectural restoration of the buildings rated for architectural merit, if feasible.

STATUS OF THIS ALTERNATIVE

This alternative was rejected by the project sponsor because it would not meet the sponsor's stated objectives of providing a residential life care facility, and would not use the development potential of the site allowable under the *City Planning Code*.

B. ALTERNATIVE B: MIXED USE DEVELOPMENT

DESCRIPTION

This alternative would be the development of standard, market-rate, not specifically elderly residential units and other commercial uses which would generally comply with *City Planning Code* requirements. Under this alternative there would be no skilled nursing or personal care facilities, or other ancillary uses related to a residential life care facility.

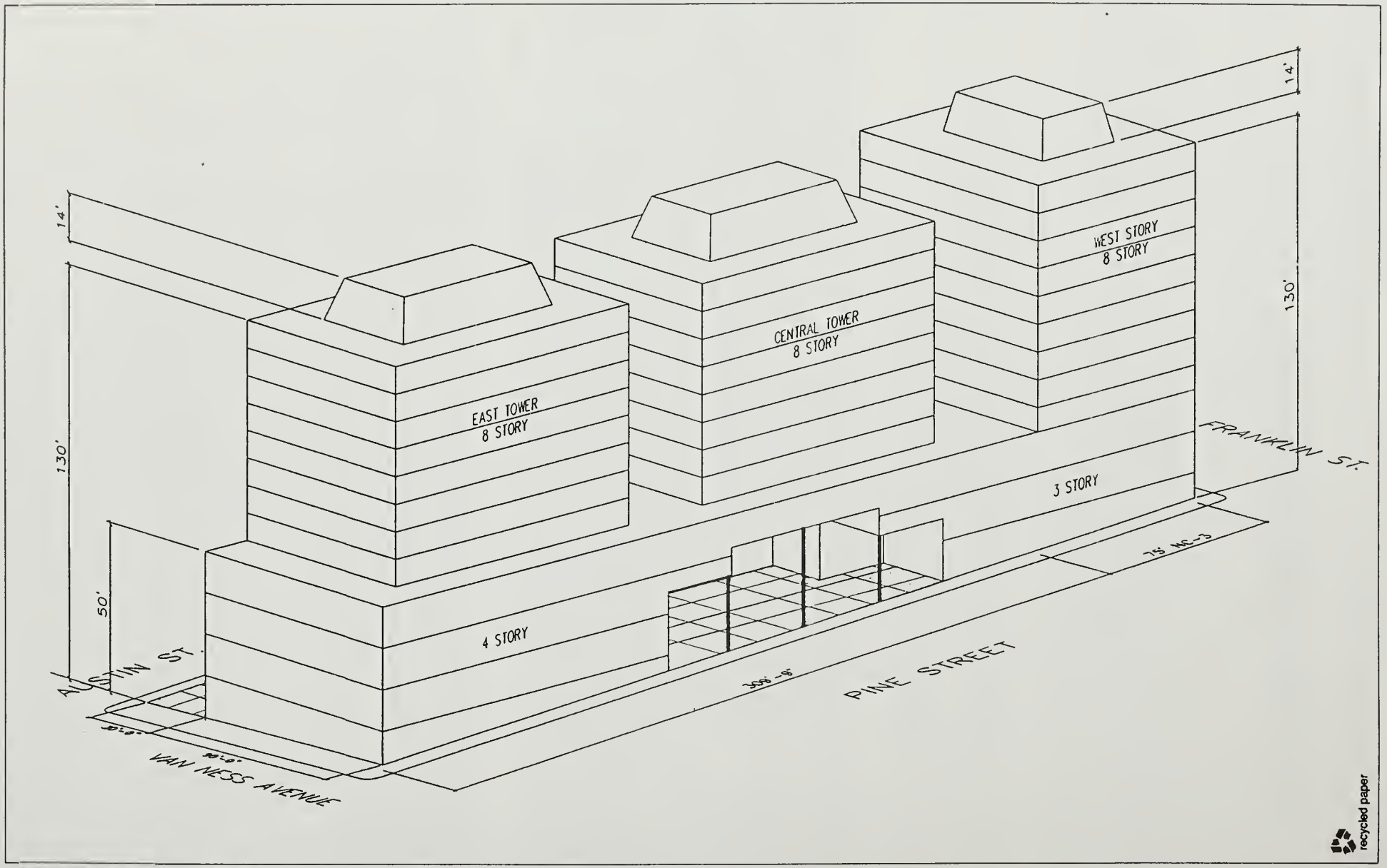
As with the proposed project, this alternative would require the demolition of the existing buildings on site, including the Gita Hotel (containing 20 single-resident occupancy (SRO) units, 24 tourist rooms and one apartment), and four buildings rated for architectural merit.

This alternative would contain approximately 250 residential units in three nine-story separated towers, above a four-story podium base (see Figure 26, page 144). This alternative would contain approximately 300,860 sq. ft. of residential space, 25,050 sq. ft. of retail space, and 14,500 sq. ft. of office space. There would also be approximately 290 off-street parking spaces in four basement levels. Under this alternative, the podium base would extend to the property lines on all sides, and the east and central towers would be set back 15 ft. from Pine Street. The podium base of the proposed project would also extend to the property lines on all sides, but above the base there would be a single U-shaped tower not set back from Pine Street. A comparison of the urban design and visual quality effects of this alternative and the proposed project is provided below.

This alternative would require Conditional Use (CU) authorization for a building in excess of 40 ft. in height in the Van Ness Special Use District (VN SUD), CU authorization for approval of a Planned Unit Development (PUD), and possibly exceptions for ground-level wind currents (Section 243(c)(8)) and off-street parking requirements (Sections 151 and 157); these *City Planning Code* requirements would also be required for the proposed project. This alternative would not require exceptions for rear yards, which is required for the proposed project. This alternative would not, however, require approval and licensing from the State Department of Social Services for the operation of a residential life care facility, as would the proposed project (see Chapter II, Project Description, for a complete recitation of the proposed project's approval requirements).

1661 Pine Street
Alternative B-Axonometric Projection

Figure 26



SOURCE: WURSTER, BERNARDI & EMMONS

89100

IMPACTS

Under this alternative, some of the same effects resulting from the proposed project would occur: land uses on the site would intensify and be at a higher density; localized effects of construction (temporary increases in dust levels and noise); increases in population and employment; remediation of existing on-site hazards (asbestos and small quantities of hazardous materials) and demolition of four buildings rated for architectural merit (of which 1623 and 1629 Pine are subject to pending applications for demolition).

Urban design and visual quality effects under this alternative would differ from those of the proposed project. Because the towers would be separated, and the east and central towers would be set back 15 ft. from Pine Street, compared to the U-shaped tower of the proposed project, the apparent visual bulk of the alternative structure would be less than with the proposed project. Under this alternative, some existing views of Nob Hill would be blocked, as they would with the project, but the visual effects would be reduced at some vantages due to the separation of towers. Oblique views of this alternative (eastward and westward views) would be relatively the same as those under the proposed project, as the separation of towers would not be clearly visible.

The podium base of this alternative would encompass the entire block bounded by Van Ness Avenue, Pine, Franklin and Austin Streets (as with the proposed project), but would be 50 ft. tall at Van Ness Avenue, compared to 39 ft. under the proposed project.

No reflective glass would be used under this alternative or the proposed project.

Under this alternative, shadow projections would occur at the same times of the day and year as the proposed project (see Figures 21-24, pages 91-94), but the duration and extent of shadows projected would be slightly less. Again, this is the result of separated towers. No shadows projected by this alternative or the proposed project would reach any parks protected by *City Planning Code* Section 295 (the sunlight ordinance).

Under this alternative, ground-level wind conditions on Pine Street and Austin Street sidewalks adjacent to the site could be less than those under the proposed project; however, a wind tunnel test of a scale model of the alternative and the surrounding blocks would be required to determine the specific changes that would occur. The existing hazardous ground-level wind conditions at the

intersection of Van Ness Avenue and Pine Street, the result of the Holiday Inn building at the northeast corner of that intersection, would likely not be increased or reduced under this alternative.

Trip generation under this alternative would be about 6,520 daily person trips, about 830 P.M. peak hour person trips, and about 350 P.M. peak hour vehicle trips, approximately 360 percent more than the proposed project. Consequently, traffic and air quality effects on local intersections would be correspondingly higher under this alternative.

STATUS OF THIS ALTERNATIVE

The project sponsor rejected this alternative because it would not meet their objectives. The project sponsor is a non-profit foundation; this alternative would be a for-profit venture. This alternative would also not include a life care facility component, which the project sponsor is seeking to develop.

C. ALTERNATIVE C: PRESERVATION

Four of the existing buildings on site, all of which would be demolished as part of the proposed project, are rated for their architectural merit (see Appendix B, Architectural Resources, page A-42, for a description of architectural surveys in San Francisco): the two-story, 1441-65 Van Ness Avenue building is rated contributory in the Van Ness Avenue Plan (VNAP), San Francisco Master Plan; the two-story, 1431-39 Van Ness Avenue building is rated "1" in the 1976 Department of City Planning (DCP) survey, "C" by the Foundation for San Francisco's Architectural Heritage (Heritage) and contributory in the Van Ness Avenue Plan; and the two buildings at 1623 and 1629 Pine Street are both rated "2" in the 1976 DCP survey, "B" by Heritage and are identified as significant in the VNAP.

The Initial Study preliminarily identified two preservation strategies to be evaluated as alternatives in this EIR: 1) complete preservation of the significant buildings at 1623 and 1629 Pine Street with incorporation into a contemporary use on the site; and 2) preservation of only the 1623 and 1629 Pine Street buildings facades with incorporation into a contemporary use on the site. Under either of these alternatives it is assumed that the other buildings on the project site, including the 1441-65 and 1431-39 Van Ness Avenue buildings, would be demolished. The 1623 and 1629 Pine Street buildings have been red-tagged (unsafe for occupancy or entry, except by authorities) by the San Francisco Bureau of Building Inspection, and require extensive seismic reinforcement. None of the buildings is a designated City Landmark, listed on the National Register of Historic Places, or

regulated under Article 10 or 11 of the *City Planning Code*, which regulate protection of buildings based on historic and/or architectural features. Any preservation strategy, however, should be based on the Secretary of the Interior's *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings*,[2] and consultation with the Landmarks Preservation Advisory Board (LPAB) and Heritage. In addition, the buildings' preservation could be subject to the *State Historic Building Code*, which provides strategies for preserving the architectural and historic features of a building, while ensuring the safety of future occupants.

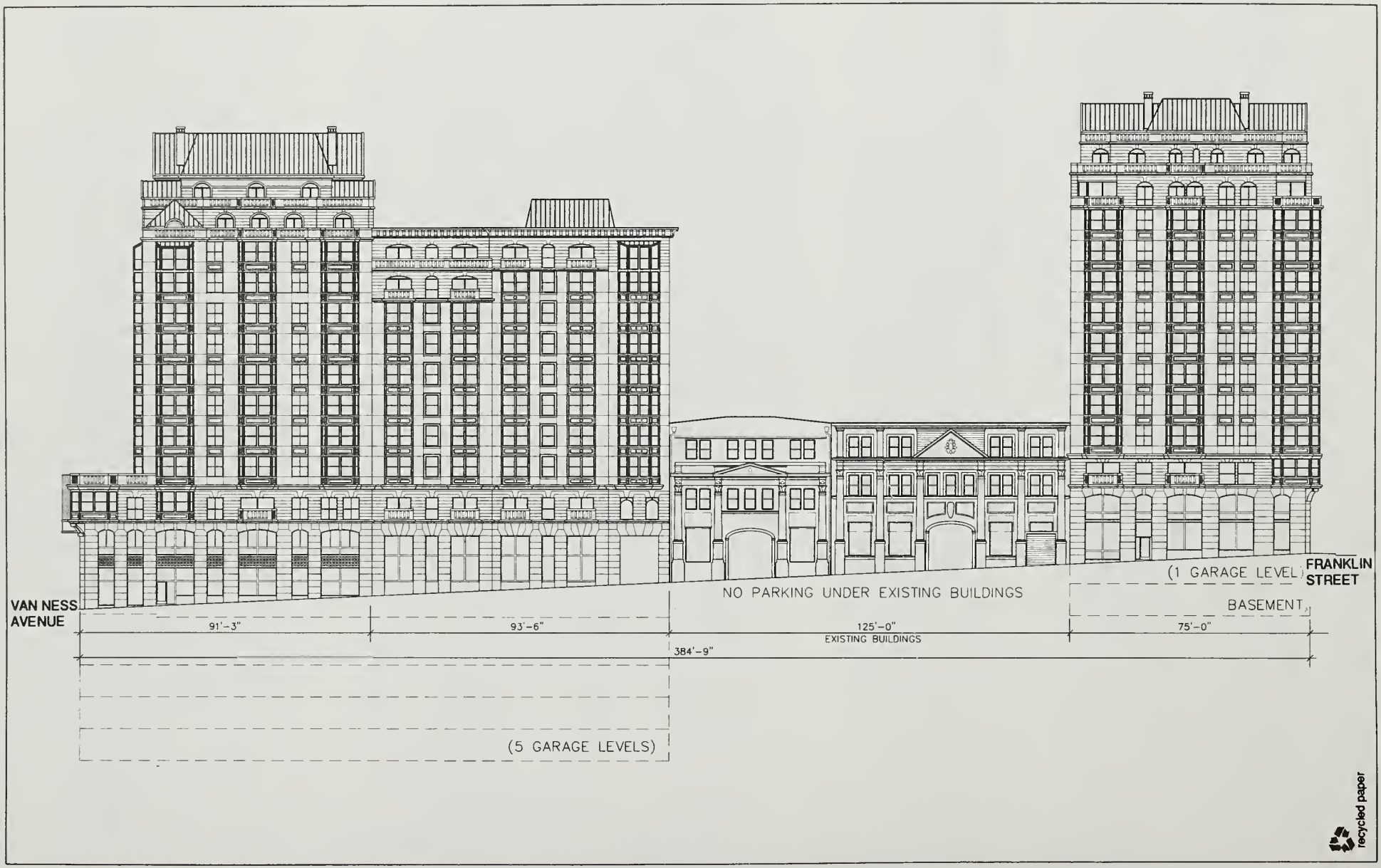
The project sponsor has determined that under either preservation strategy, the Pine Street buildings would not be compatible with design requirements of a life care facility. Therefore, the preservation strategies evaluated under this alternative, although similar to those identified in the Initial Study, would not incorporate the preserved buildings into the new uses developed on site.

DESCRIPTION

Alternative C-1 would preserve the 1623 and 1629 Pine Street buildings, and develop the interior portions to accommodate approximately 45,000 sq. ft. of commercial office space (see Figure 27, page 148). The remainder of the site would be developed with two unconnected towers, 12 stories at the VN SUD portion of the site and 13 stories at the NC-3 portion of the site, separated by the preserved buildings. These towers would contain a total of about 203,435 sq. ft. of residential space (170 units), about 20,260 sq. ft. of skilled nursing facility space, about 8,985 sq. ft. of personal care space, and about 31,445 sq. ft. of ancillary use space. Structural constraints would prohibit construction beneath the preserved buildings; a subterranean parking garage would therefore be limited to the VN SUD portion of the site, and would contain 170 spaces on five levels. The facade design of the new towers would be similar to that of the proposed project, described in Chapter III.C, Urban Design and Visual Quality, except for the area where the Pine Street buildings would be retained.

Alternative C-2 would preserve the 1623 and 1629 Pine Street buildings facades, and reconstruct the walls and floors of these building to a depth of approximately 65 ft (see Figure 28, page 149). This portion of the site would accommodate approximately 23,650 sq. ft. of commercial office space. The remainder of the project site would be developed with a single structure, containing a total of about 253,625 sq. ft. of residential space (219 units), about 20,260 sq. ft. of skilled nursing facility space, about 11,280 sq. ft. of personal care space, and about 43,820 sq. ft. of ancillary use space. A four-

Figure 27



SOURCE: WURSTER, BERNARDI & EMMONS

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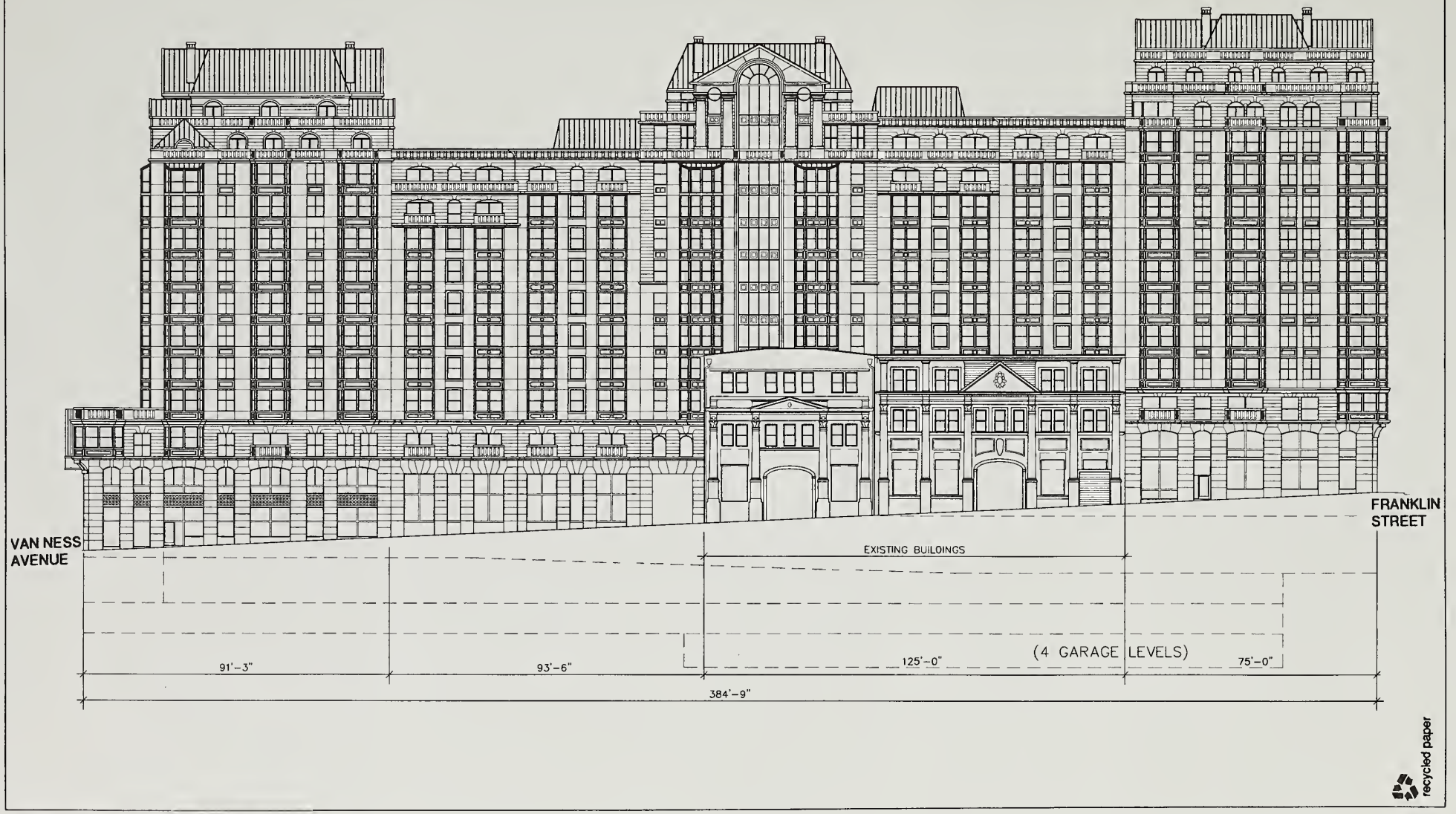
1661 Pine Street

Alternative C-2 North Elevation - Pine Street

Figure 28



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level subterranean garage would be located beneath the entire project site, containing 219 spaces. The new structure would be 11- to 13-stories in height, and would "encapsulate" the rebuilt portions of the 1623 and 1629 Pine Street buildings; there would be no internal connection between these structures.

IMPACTS

Alternative C-1

The mix of land uses under this alternative would be slightly different than the proposed project, but would have similar effects: increasing the intensity of past uses and introducing new uses on the site. Construction noise impacts for this alternative would be the same as with the proposed project, as the construction duration would be about the same.

The potential during construction for encountering subsurface hazardous materials or cultural resources would be similar for this alternative and for the proposed project, as a similar amount of site excavation would be expected. Under this alternative, there would be no excavation under the 1623 and 1629 Pine Street buildings, but there would be five basement levels at the VN SUD portion of the site, compared to four for the proposed project.

The building envelope of this alternative would be the same as with the proposed project, except for the area above the 1623 and 1629 Pine Street buildings. Therefore, visibility of this alternative in the near-, mid- and long-range views would be the similar to the proposed project. The building envelope of this alternative would be the same as with the proposed project, except for the area above the 1623 and 1629 Pine Street buildings. Therefore, visibility of this alternative from the near-, mid- and long-range views would be similar to the proposed project.

Ground-level wind currents along would generally be the same as the proposed project. This alternative could result in windspeeds along Pine Street and at the corner of Pine and Franklin Street to be one to three mph less compared to the proposed project.[3] The existing hazardous ground-level wind conditions at the intersection of Van Ness Avenue and Pine Street, the result of the Holiday Inn building at the northeast corner of that intersection, would not be increased or decreased under this alternative.

This alternative would retain and attempt to preserve the entire structure of the 1623 and 1629 Pine Street buildings, compared to the proposed project which would demolish both structures. This preservation strategy is intended to ameliorate the impacts associated with demolition of historic buildings. This alternative would not, however, meet the preferred level of preservation identified in an architectural/historical report of the 1623 and 1629 Pine Street buildings:[4] "Retention of the buildings, and a careful, sensitive contextualism applied to the design of additions and/or adjacent new buildings."

This alternative would provide 170 residential units, 80 fewer than the proposed project. This alternative would provide approximately 355 full- and part-time jobs, 145 more than the proposed project. The increase in the number of jobs created is a result of the office component of this alternative.

Trip generation under this alternative would be about 1,900 daily person trips, about 200 P.M. peak hour person trips, and about 70 P.M. peak hour vehicle trips. There would be approximately 12 percent fewer P.M. peak hour vehicle trips than the proposed project; the transportation mode split for office uses includes a greater use of public transit than does that for residential uses. Consequently, traffic and air quality effects on local intersections would be correspondingly lower under this alternative.

As this alternative could result in a greater increase in daily population on the site than the project, there could be an increase in demand for retail goods and business service in the project area over that expected for the project.

Alternative C-2

The building envelope of this alternative would be the same as with the proposed project. Therefore, visibility of this alternative in the near-, mid- and long-range views would be the same as with the project, as would changes in ground-level wind currents. The mix of land uses under this alternative would be slightly different than the proposed project, but would have similar effects: increasing the intensity of past uses and introducing new uses on the site. Construction noise impacts for this alternative would be the same as with the proposed project, as the construction duration would be about the same. The potential during construction for encountering subsurface hazardous materials

or cultural resources would be similar for this alternative and for the proposed project, as a similar amount of site excavation would be expected.

This alternative would retain and attempt to preserve the facades of the 1623 and 1629 Pine Street buildings, compared to the proposed project which would demolish both structures. This preservation strategy (facadism), although intended to ameliorate the impact of the complete demolition of historic buildings, is not uniformly accepted by the preservationist community. In addition, by attempting to incorporate the facades into a contemporary building, the valued qualities of architectural design and scale would be lost.

This alternative would provide 219 residential units, 31 fewer than the proposed project. This alternative would provide approximately 285 full- and part-time jobs, 75 more than the proposed project. The increase in the number of jobs created is a result of the office component of this alternative.

Trip generation under this alternative would be about 1,830 daily person trips, about 205 P.M. peak hour person trips, and about 66 P.M. peak hour vehicle trips. There would be approximately 14 percent fewer P.M. peak hour vehicle trips than the proposed project; the transportation mode split for office uses includes a greater use of public transit than does that for residential uses. Consequently, traffic and air quality effects on local intersections would be correspondingly lower under this alternative.

As this alternative could result in a greater increase in daily population on the site than the project, there could be an increase in demand for retail goods and business service in the project area over that expected for the project.

STATUS OF THESE ALTERNATIVES

Alternative C-1 has been rejected by the project sponsor because it would not contain the minimal number of residential units necessary for development of a full-service life care facility, support facilities would have to be duplicated in the new structures, and development of commercial office space is not an objective of the project sponsor.

Alternative C-2 has been rejected by the project sponsor because it would not contain the minimal number of residential units necessary for development of a full-service life care facility, support facilities would have to be duplicated in the preserved structures, and development of commercial office space is not an objective of the project sponsor.

The project sponsor believes that preservation of the 1623 and 1629 Pine Street buildings under either strategy discussed above would be economically infeasible.

D. ALTERNATIVE D: THREE-TOWER

DESCRIPTION

The alternative would consist of the same types and amounts of uses as the proposed project except that, above the podium base, there would be three residential towers rather than one, and the podium base itself would be taller (54 ft. compared to 39 ft. at Van Ness Avenue) (see Figure 29, page 154). This alternative would also contain a four level basement garage for 250 vehicles, as would the proposed project.

As with the proposed project, this alternative would require the demolition of the seven existing buildings on site, including the Gita Hotel and four buildings rated for architectural merit.

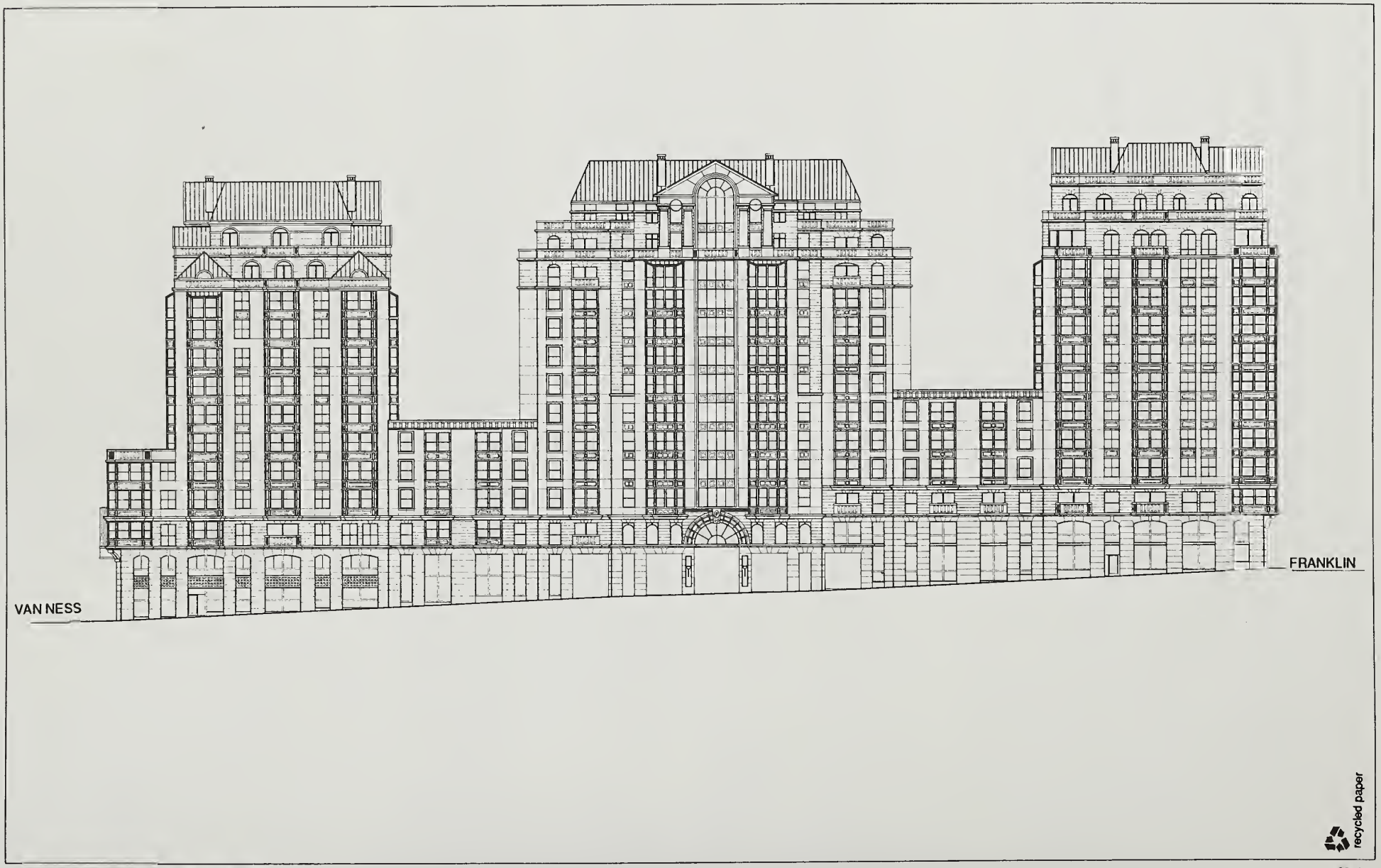
IMPACTS

This alternative would have environmental effects similar to those of the proposed project (discussed in EIR Chapter IV, Environmental Impacts, Sections A-H), with the exception of urban design and visual quality impacts (discussed in Chapter IV.C).

Because the towers would be separated, compared to the single U-shaped tower of the proposed project, the overall apparent visual bulk of the alternative structure would be less than with the proposed project. Under this alternative, some of the existing views of Nob Hill would be blocked, as they would with the proposed project, but the visual effects would be reduced at some vantages due to the separation of towers. Oblique views of this alternative (eastward and westward) would be relatively the same as those under the proposed project, as the separation of towers would not be clearly visible.

1661 Pine Street
Alternative D North Elevation - Pine Street

Figure 29



SOURCE: WURSTER, BERNARDI & EMMONS

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The podium base of this alternative would be at 54 ft. rather than 39 ft. under the proposed project, thereby raising the 20 ft. setback of the tower (above the podium) along Van Ness Avenue. This would affect the experience of motorists and pedestrians in this area by making the Van Ness facade appear more imposing than it would under the proposed project design.

No reflective glass would be used under this alternative or the proposed project.

Under this alternative, shadow projections would occur at the same times of the day and year as the proposed project (see Figure 21-24, pages 91-94), but the duration and extent of shadows projected by this alternative would be slightly less. Again, this is the result of separated towers. No shadows projected by this alternative or the proposed project would reach any parks protected by *City Planning Code* Section 295 (the sunlight ordinance).

Under this alternative, ground-level wind conditions on Pine Street and Austin Street sidewalks adjacent to the site could be less than those under the proposed project; however, a wind tunnel test of a scale model of the alternative and the surrounding blocks would be required to determine the specific changes that would occur. The existing hazardous ground-level wind conditions at the intersection of Van Ness Avenue and Pine Street, the result of the Holiday Inn building at the northeast corner of that intersection, would not likely be increased or decreased under this alternative.

STATUS OF THIS ALTERNATIVE

This alternative was rejected by the project sponsor because it does not provide the high level of fire safety for residents as the proposed project; the proposed project has a compartmentalized design for increased fire safety. Additionally, the alternative design would result in less efficient delivery of services, elimination of public assembly and activity areas on top of the central portion of the building, and less interaction between residents because of the elimination of direct connections among units.

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1. The list of alternative site locations, and a recitation of the pre-development analysis conducted for each site, has been provided by the project sponsor to the Department of City Planning, and is

on file and available for public review in the project file at the Department of City Planning, 450 McAllister Street, San Francisco.

2. U.S Department of the Interior, National Park Service, Preservation Assistance Division, Washington, D.C. This document is available through the State of California Office of Historic Preservation, Sacramento, CA.

3. Donald Ballanti, certified meteorologist, telephone conversation, February 10, 1992.

4. Page & Turnbull, Inc., *Architectural/Historical Report on the two Commercial Buildings at 1623 and 1631 (1629) Pine Street, San Francisco*, July 1991, revised October 25, 1991, page 7. This report is on file and available for public review at the Department of City Planning, 4540 McAllister Street, San Francisco, California.

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c/o Mathilde Bourdet
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Menlo Park, CA 94025

1480 Van Ness Associates
c/o Richard Szeto
2 Clement Street
San Francisco, CA 94118

Charles & Patricia Nip
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Associated Press
1390 Market Street, Suite 318
San Francisco, CA 94102
Attn: Bill Shiffman

KPOO - FM
P.O. Box 6149
San Francisco, CA 94101
Attn: Leland S. Meyerzone

San Francisco Bay Guardian
2700 - 19th Street
San Francisco, CA 94110
Attn: Patrick Douglas, City Editor

San Francisco Business Times
325 Fifth Street
San Francisco, CA 94107
Attn: Tim Turner

San Francisco Chronicle
925 Mission Street
San Francisco, CA 94103
Attn: Ingfei Chen

San Francisco Examiner
P.O. Box 7260
San Francisco, CA 94120
Attn: Gerald Adams

The Sun Reporter
1366 Turk Street
San Francisco, CA 94115

Tenderloin Times
146 Leavenworth Street
San Francisco, CA 94102
Attn: Rob Waters

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Attn: Faith Van Liere

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Stanford, CA 94305-6004

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1630 Holloway Avenue
San Francisco, CA 94132

Hastings College of the Law
Library
200 McAllister Street
San Francisco, CA 94102-4978

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Joe Erway, President
Paul Waszink, Vice President

PROJECT ARCHITECT

Wurster, Bernardi & Emmons
40 Gold Street
San Francisco, CA 94133
Ralph Butterfield
Nick Terlecky

IX. APPENDICES

A. Initial Study

B. Architectural Resources

C. Transportation

D. Wind Study Methodology

E. Fundamental Concepts of Environmental Noise

F. Description of a Residential Life Care Facility

G. Life Care Contracts and Financing Structure

H. Hazardous Materials

NOTICE THAT AN
ENVIRONMENTAL IMPACT REPORT
IS DETERMINED TO BE REQUIRED

Date of this Notice: April 11, 1991

Lead Agency: City and County of San Francisco, Department of City Planning, 450 McAllister Street, 5th Floor, San Francisco, CA 94102

Agency Contact Person: Mary Gallagher **Telephone:** (415) 558-6388

Project Title:
89.037E: San Francisco Towers

Project Sponsor:
Episcopal Homes Foundation

Project Contact Person:
Joe E. Erway, President, CEDEVCO

Project Address: Entire block bounded by Van Ness Avenue, Pine, Franklin and Austin Streets.

Assessor's Block(s) and Lot(s):
666/ 1, 3, 17, 25, 26, 27, 28, 29

City and County:
San Francisco

Project Description: Construction of a 9-13 story, 90-130-foot-tall Life Care facility, including retail and open space. The project would contain about 495,730 gross square feet (gsf), including 280,000 gsf of residential space (250 units), 20,620 gsf of skilled nursing facilities (45 beds), 11,090 gsf of personal care space (12 beds), 40,470 gsf for ancillary uses such as a recreation and activities area, 2,290 gsf of retail space, 2,590 of interior open space, 250 parking spaces on 3 basement levels, 2 truck loading spaces and mechanical and storage space. The project would require the demolition of 6 existing structures (two of which are designated significant buildings in the Van Ness Avenue Plan) including a 45-unit hotel (24 tourist, 20 residential and one apartment) and commercial/retail space totaling about 100,000 gsf.

THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AND AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED. This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Section 15063 (Initial Study), 15064 (Determining Significant Effect), and 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Environmental Evaluation (Initial Study) for the project, which is attached.

Please see attached Initial Study

Deadline for Filing of an Appeal of this Determination to the City Planning Commission: May 2, 1991

An appeal requires: 1) a letter specifying the grounds for an appeal, and;
2) a $75.00 filing fee.

Barbara W. Sahm
Environmental Review Officer

EPISCOPAL HOMES FOUNDATION
SAN FRANCISCO TOWERS
INITIAL STUDY
89.037E

I. PROJECT DESCRIPTION

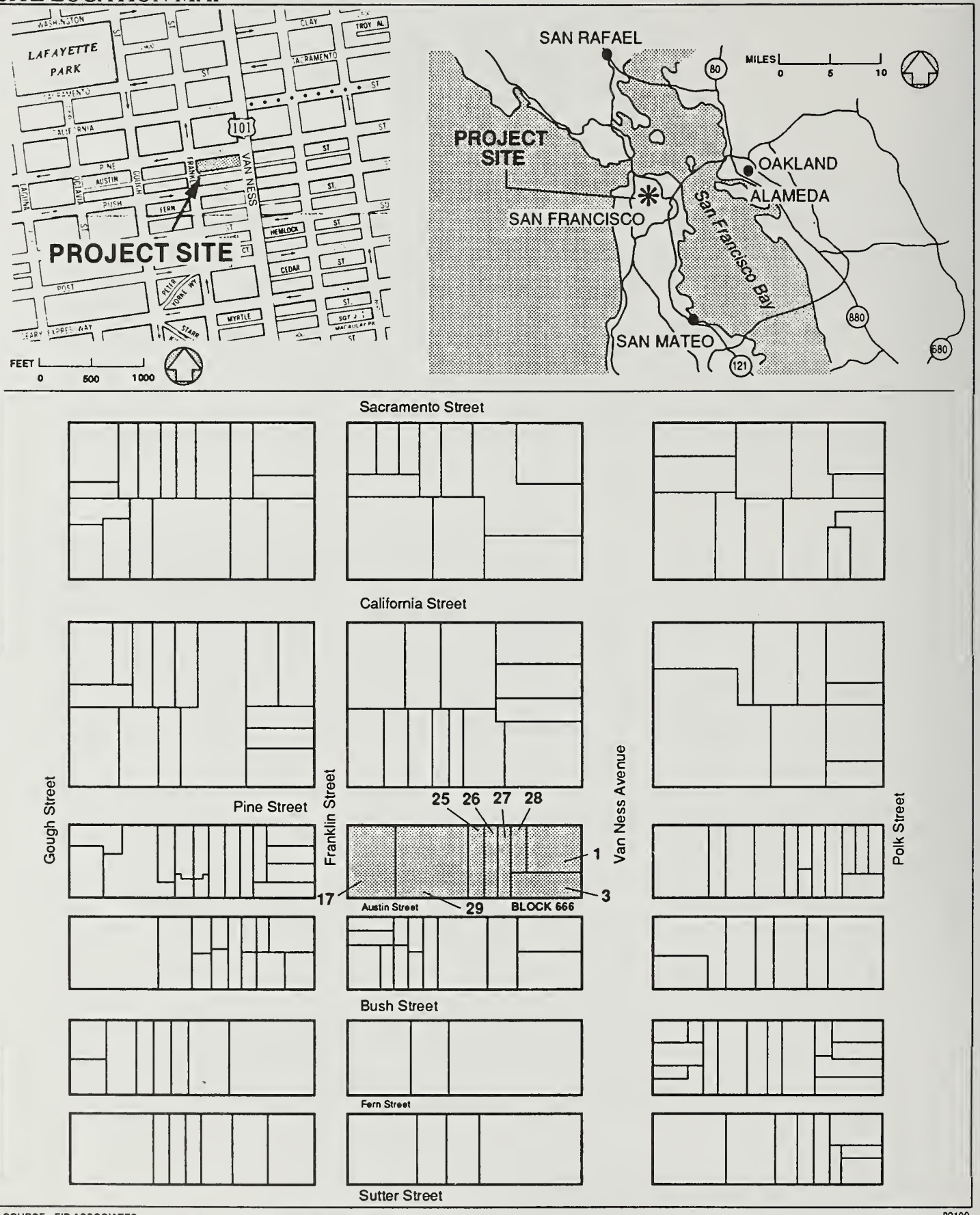
The proposed project would be the construction of a 9-13 story, 90-130-foot tall life care facility, including retail, parking and interior open space. A life care facility is a licensed residential care facility for the elderly with a licensed skilled nursing facility. The project would include three basement levels of parking, and mechanical, service and storage space on the ground floor and first basement level. The proposed building would contain a total of about 495,730 gross square feet (gsf). The proposed project would require the demolition of six existing buildings, including a 45-unit hotel (24 tourist, 20 residential and one apartment), two buildings designated significant in the Van Ness Avenue Plan, and a gas station.

The project site (Assessor's Block 666, Lots 1, 3, 17, 25, 26, 27, 28, and 29) is the block bounded by Van Ness Avenue, Pine Street, Franklin Street and Austin Street, about two blocks southeast of Lafayette Park and about ten blocks north of Civic Center. Figure 1, page 2, shows the project location in relation to the region, the city and the local street network. Figure 2, page 3, shows the project's north elevation along Pine Street; Figure 3, page 4, shows the east and west elevations (along Van Ness Avenue and Franklin Street, respectively). The total site area is about 46,170 square feet (sf).

Lot 17 at the southeast corner of Pine and Franklin Streets is in an NC-3 (moderate-scale, neighborhood commercial) zoning district, and a 130-E Height and Bulk district (9,000 sf). The remainder of the proposed site is in an RC-4 (Residential-Commercial Combined, High Density) zoning district and within the Van Ness Avenue Special Use District, subarea 1, and a 130-V Height and Bulk district (37,170 sf). The floor area ratio (FAR) for the NC-3 portion of the site is 3.6:1, exclusive of dwelling units; the allowable dwelling unit density is one unit for each 200 sq. ft. of lot area which amounts to 45 units. The FAR for the Van Ness Avenue Special Use District is 7:1 inclusive of dwelling units; the dwelling unit density is governed by the maximum FAR, height and bulk.

SAN FRANCISCO TOWERS
SITE LOCATION MAP

FIGURE 1



SOURCE: EIP ASSOCIATES

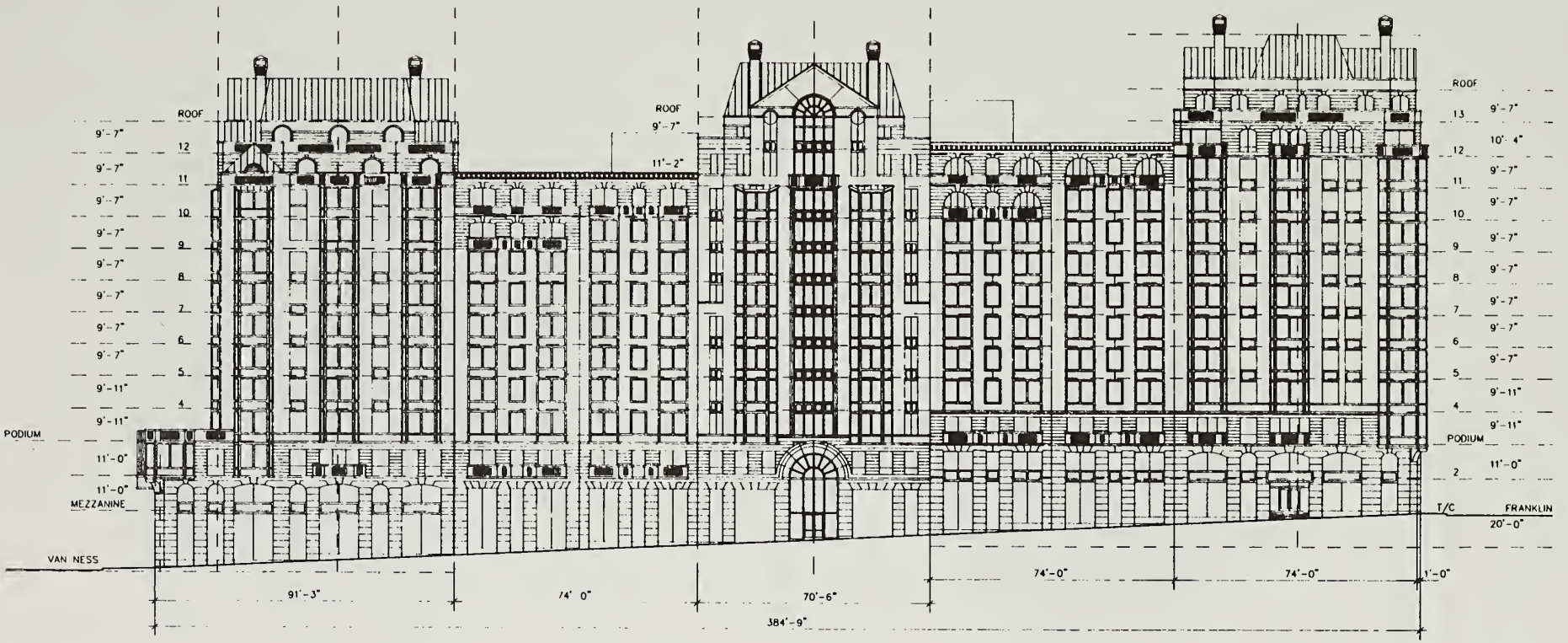
FEET
0
100
200

Project Site
(Assessor's Block 666,
Lot Numbers 1, 3, 17, 25, 26, 27, 28 & 29)

89100

SAN FRANCISCO TOWERS
NORTH ELEVATION- PINE STREET

FIGURE 2



SOURCE: WURSTER, BERNARDI & EMMONS, INC.

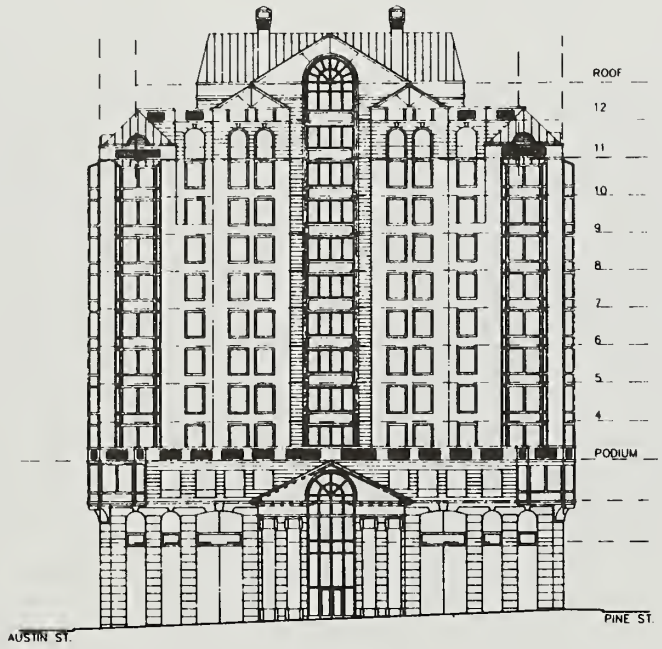
89100

NO SCALE

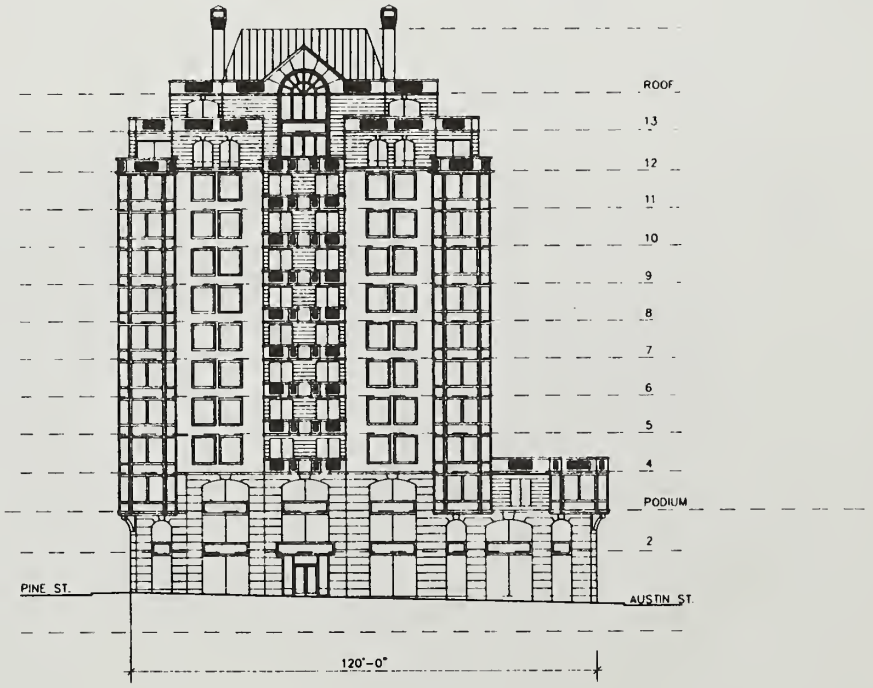
A-3

SAN FRANCISCO TOWERS
EAST AND WEST ELEVATIONS

FIGURE 3



EAST ELEVATION (VAN NESS AVE.)



WEST ELEVATION (FRANKLIN ST.)

SOURCE: WURSTER, BERNARDI & EMMONS, INC.

NO SCALE

89100

The proposed project would contain a total of about 495,730 gsf. About 280,000 gsf of the residential dwelling units would be located on floors three through 13. About 2,290 gsf of retail space and an entrance lobby would be located at the ground floor fronting on Van Ness Avenue. Below the Podium Level on the Mezzanine Level and on level two, fronting on Van Ness Avenue would be a 45-bed skilled nursing facility containing about 20,620 gsf. At Franklin Street, Level two, would be a 12-bed personal care unit containing about 11,090 gsf. Located at levels one and two would be about 40,470 gsf of ancillary uses including, but not limited to, a kitchen, dining hall and library, lobby, music and crafts. About 2,590 gsf of interior open space (a swimming pool) would be located at the Podium Level, and about 138,670 gsf of parking, off-street loading, maintenance and support space would be located on three basement levels. The proposed project would result in the net loss of about 97,710 gsf of commercial/retail space, and 24 tourist rooms, 20 residential guest rooms and one apartment. Except for the retail and dwelling space, all uses would be new to the site.

The residential portion of the project would contain about 24 studios, about 91 one-bedroom apartments and about 135 two-bedroom apartments. The personal care facility would have 12 beds and the skilled nursing facility would have 45 beds. The care provided by these facilities would include Level I (basic care and supervision), Level II (non-medical personal care) and Level III (health related assistance).[1]

Parking for 250 cars would be provided on three basement levels. All service loading would occur at two docks opening onto Austin Street (one-way, westbound) which would be accessible to vehicles from Van Ness Avenue.

The project sponsor, Episcopal Homes Foundation, a non-profit organization, would own the facility. Individuals would contract for life care services by paying an entry fee and a monthly fee. The services provided for under the contract would include three meals a day, living accommodations in the form of an apartment, supervision, custodial care and health care services.

Project construction would take about 28 months; total construction cost would be about $50 million. The project architect is Wurster, Bernardi and Emmons, Inc., of San Francisco.

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[1] Care levels are defined in Health & Safety Code Section 1569.70.

II. SUMMARY OF POTENTIAL EFFECTS

1. EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT

Construction and operation of the San Francisco Towers Facility are examined in this Initial Study to identify potential effects on the environment. Some project-specific potential effects have been determined to be potentially significant, and will be analyzed in an environmental impact report (EIR).

They include: land use; urban design; visual quality; architectural resources; population; transportation; shadow and wind; hazards and construction noise. The relationship of the project to the San Francisco Master Plan, the City Planning Code and the Van Ness Area Plan will also be discussed in the EIR.

2. EFFECTS FOUND NOT TO BE SIGNIFICANT

The following potential impacts were determined either to be insignificant or to be mitigated through measures included in the project. These items require no further environmental analysis and will not be included in the EIR. They are:

Glare - Mirrored glass would not be used.

Noise - Post-construction noise from building operation and project-related traffic would not perceptibly increase the ambient noise levels of the surrounding neighborhood. Three major traffic corridors, Van Ness Avenue, Pine and Franklin Streets border the project site. Design of residential units would ensure that interior noise levels would meet State Building Code Title 24 - Sound Transmission Control requirements. Operational noise would be regulated by the San Francisco Noise Ordinance and the project would conform to the Noise Guidelines of the Environmental Protection Element of the Master Plan. Construction noise is a potentially significant effect which will be addressed in the EIR.

Air Quality - Project construction would have short-term impacts on air quality in the project vicinity. Mitigation measures to reduce emission of particulates during construction activity are

included as part of the project (see p. 33). Control of toxic dust from building demolition is a potentially significant effect which will be addressed in the Hazards section of the EIR. Project operation would not cause potentially significant air quality impacts.

Utilities and Public Services - The project would increase the demand for public services and utilities but would not require additional personnel or equipment. "Will Serve" letters from affected utilities are on file with the Department of City Planning located at 450 McAllister Street, 6th floor, San Francisco, CA 94102.

Biology - The entire block is presently built up and existing street trees (five Sycamores) would be replaced. The project would increase site landscaping and would provide additional street trees.

Geology and Topography - A preliminary geotechnical investigation has been made and a final detailed geotechnical report would be prepared by a California-licensed geologic engineer prior to commencement of construction. The project sponsor and contractor would follow the recommendations of the final report regarding any excavation and construction for the project.

Water - The site is completely covered by impervious surfaces; therefore the project would not affect drainage patterns or water quality. The deepest point of proposed excavation would be approximately 60-100 feet above the water table so excavation dewatering would not be needed and basement/foundation obstruction of subsurface water flows would not be expected to occur.

Energy & Natural Resources - Hospitals and certain related uses, such as skilled nursing facilities, having Uniform Building Codes of I, are not required to comply with the performance standards of Title 24 of the California Code of Regulations regarding energy conservation, and these areas of the proposed facility could be energy intensive. The residential and retail portions of the building, having Uniform Building Code designations of R and B, respectively, would be required to meet Title 24 energy standards. Although the skilled nursing facility is not required to comply with Title 24, the facility and equipment would be constructed to state-of-the-art standards so as to be energy efficient. The project's residential and retail component would be designed to conform with Title 24 requirements. The project's annual energy total would be about 262,100

therms of natural gas and 2.8 million kWh of electricity. Peak electrical and natural gas use would coincide with PG&E's systemwide peaks.

Cultural Resources - Archival investigation of the site does not indicate a high probability that significant resources underlie the existing project structures. At the same time, the site is relatively ungraded and it is possible that such resources could be unearthed during proposed excavation. Mitigation for this eventuality is included in the project (see p. 34).

III. ENVIRONMENTAL CHECKLIST AND DISCUSSIONS

A. COMPATIBILITY WITH EXISTING ZONING AND PLANS

		Not Applicable	Discussed
* 1.	Discuss any variance, special authorizations, or changes proposed to the City Planning Code or Zoning Map, if applicable.	____	X
* 2.	Discuss any conflicts with any other adopted environmental plans and goals of the City or Region, if applicable.	X	____

The proposed project would require conditional use (CU) authorization for a Planned Unit Development (PUD) pursuant to Sections 303 and 304 and City Planning Code. The CU application would also request permission for construction of a structure over 40 feet tall (Section 253.2(a)); exceedance of applicable Bulk Limits (Section 271 and 304); construction of a Residential Care Facility (Section 209.3(c)); accessory parking in excess of 7% of the gross floor area (Section 204.5(c)); provision of a Skilled Nursing Facility as an accessory use to the residential care facility, as opposed to an independent institutional use; and deviation from the rear yard requirements using the standards set forth in Section 243(c)(5) and Section 304.

As part of the conditional use approval, the Commission would also consider the imposition or waiver of the Pine Street setback requirement under Section 253.2(a)(2). An exception to the Ground Level Wind Current Requirements (Section 243 (c)(8)) may also be required.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

The relationship of the proposed project to the relevant sections of the City Planning Code will be discussed in the EIR. The relationship of the project to the policies of the San Francisco Master Plan will also be discussed in the EIR, as will the project's relationship to the Van Ness Avenue Plan by topic, as applicable.

B. ENVIRONMENTAL EFFECTS

1. Land Use and Zoning - Could the project:

		Yes	No	Discussed
* (a)	Disrupt or divide the physical arrangement of an established community?	____	X	____
(b)	Have any substantial impact upon the existing character of the vicinity?	X	____	X

Commercial structures, a residential hotel, and structures noted as significant in the Van Ness Avenue Plan now occupy the site. The project would demolish the buildings on the site and replace them with residences and care facilities for elderly persons. About 2,290 square feet of retail space would also be provided. The relationship of the project to these land use issues will be discussed in the EIR.

2. Visual Quality - Could the project:

		Yes	No	Discussed
* (a)	Have a substantial, demonstrable negative aesthetic effect?	X	____	X
(b)	Substantially degrade or obstruct any scenic view or vista now observed from public areas?	X	____	X
(c)	Generate obtrusive light or glare substantially impacting other properties?	X	____	X

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

The proposed project would be larger in scale, height and bulk than the mix of existing structures on the site. The project structure would cover 46,170 square feet, half of a city block, and would have three towers reaching a maximum height of 130 feet. The Van Ness Avenue Plan identifies buildings of significance. Pine Street is a designated view corridor in the Master Plan and the Van Ness Avenue Plan. The project design in relation to its context will be discussed in the EIR, including photomontages to show the project in this context and discussion of the proposed design in relation to the Master Plan and the Van Ness Avenue Plan. Light and glare from the buildings could have impacts on neighboring residential and commercial uses, and will be discussed in the EIR.

3. Population - Could the project:

		Yes	No	Discussed
* (a)	Induce substantial growth or concentration of population?	____	X	X
* (b)	Displace a large number of people (involving either housing or employment)?	X	____	X
(c)	Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?	____	X	____

The project would require demolition of a residential hotel (20 residential guest rooms, 24 tourist guest rooms, one apartment) and require relocation of present tenants. The other buildings on the site would also be demolished and the businesses they contain would be displaced. Two hundred and fifty new dwelling units would be provided in the City. Project-specific employment information regarding number and type of employees on the site, with existing conditions and with the project, will be included in the EIR.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

4. Transportation and Circulation - Could the project:

		Yes	No	Discussed
* (a)	Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?	____	X	X
(b)	Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards?	X	____	X
(c)	Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?	____	X	X
(d)	Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?	X	____	X

A transportation study of the proposed project is in progress. The project would be expected to affect traffic and parking demand and possibly circulation, but not to have a noticeable effect on transit. The EIR will discuss localized transportation impacts of the project as well as any cumulative effects on the operation of the street and freeway network in the vicinity.

5. Noise - Could the project:

		Yes	No	Discussed
* (a)	Increase substantially the ambient noise levels for adjoining areas?	X	____	X
(b)	Violate Title 24 Noise Insulation Standards, if applicable?	____	X	X
(c)	Be substantially impacted by existing noise levels?	____	X	X

Demolition, excavation, and building construction would temporarily increase noise in the site vicinity. Project construction noise and its possible effects on sensitive receptors will be addressed in the EIR.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

Noise measurements were taken on Wednesday, August 16, 1989, during the 4-6 p.m. peak commute period on streets adjacent to the project site, and also in front of and inside the nearby Holiday Inn. Measurements were taken at each sampling location at five second intervals over a 10-minute period. Sampling on Pine and Van Ness occurred three feet from curb-side; mid-block between Van Ness and Franklin on the south side of Pine Street, and mid-block between Pine and California Street on the east side of Van Ness Avenue. Austin Street readings were taken at the north curb-side, mid-block between Van Ness Avenue and Franklin Street.

The measurements indicated typical noise levels of about 75-78 dBA on Pine Street and Van Ness Avenue. Peak readings up to 91 dBA were recorded on Pine Street associated with bus and automobile acceleration up the hill. Parking lanes along Pine are open to traffic during the commute period, so traffic noise is not muffled by parked cars and is more energetic than during non-commute hours. Levels of about 63 dBA were recorded in Austin Alley.[1] Noise levels in the lobby of the Holiday Inn ranged between 49 and 65 dBA, depending on the distance from the twin entry doors and whether the two sets of doors were open or closed. Noise levels were also measured in an 8th floor guest room that faces the project site and Van Ness Avenue and Pine Street. The measurements were recorded six feet from a window at a height of 5-1/2 feet above the floor. With the window closed, steady state noise levels were about 39-42 dBA. Peaks of 47-48 dBA were associated with street traffic. With the window open, steady state noise levels were about 52-55 dBA. Peaks of 62-63 dBA were associated with street traffic.

The Environmental Protection Element of the Master Plan contains guidelines for determining the compatibility of various land uses with different noise environments.[2] For hospital uses where ambient noise levels between 60 and 70 dBA occur (measured as Ldn), the guidelines recommend that new construction or development should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features included in the building design. Where typical ambient noise levels are 65 dBA and greater, the Guidelines recommend new hospital construction or development should generally not be undertaken. The Guidelines are more relaxed concerning residential uses. Where ambient noise is typically above 65 dBA, the Guidelines recommend that new construction or development should generally be discouraged but, if it should proceed, it should be undertaken only after a detailed analysis of noise reduction requirements are made and needed noise insulation features included in the building design.

The project sponsor has indicated that a detailed noise analysis will be prepared for the project and noise insulation measures would be included as part of the design (see page 32). Such features would include set back of the residential towers from the podium height along Van Ness. Sound rated windows and insulating facade materials would be used. A maximum interior level of 45 dBA would be maintained, with windows closed, per requirements of Title 24 of the California Code of Regulations.

Project operation would not result in perceptibly greater noise levels than those existing in the area. It is estimated that peak hour (5-6 p.m.) vehicular trips into and out of the project would be 19 greater than presently occur at the site.[3] The amount of traffic generated by the project during any hour of the day, in addition to estimated cumulative traffic increases at the time of project completion, would cause traffic noise levels to increase by one dBA or less.[4] To produce a noticeable increase in environmental noise, a doubling of existing traffic volume would be required;[5] traffic increases of this magnitude would not occur with anticipated cumulative development including the project.

It is not anticipated that the elderly housing or the skilled nursing facility would significantly increase emergency siren noise in the vicinity. Records of the 275-unit St. Paul's Towers, an Episcopal Home Foundation Facility in Oakland, indicate that between January and September 1989, six "lights and siren" ambulance trips occurred and only upon leaving the facility.[6] On an annual basis this would come to about two such events each three month period.

The project would be required to comply with the San Francisco Noise Ordinance, San Francisco Police Code Section 2909, "Fixed Source Noise Levels," which regulates mechanical equipment noise. The project site and surrounding area are within NC-3 and the Van Ness Corridor Special Use Districts (residential/commercial districts). Within NC-3 districts, the ordinance limits equipment noise levels at the property line of affected property to 70 dBA between 7:00 a.m. and 10:00 p.m. and 60 dBA between the hours of 10:00 p.m. and 7:00 a.m. Within the Van Ness Special Use District, RC-4 controls prevail and limit fixed noise sources to 55 dBA from 10:00 p.m. to 7:00 a.m. and 60 dBA from 7:00 a.m. to 10:00 p.m. During lulls in traffic, mechanical equipment generating 70 dBA could dominate the noise environment at the site.

Nearby sensitive receptors include: two- and three-story flats-above-commercial uses along Franklin Street, about 90 ft. from the western project site boundary; the 26-story Holiday Inn, across Van Ness from the project site and about 150 ft. northeast of the project site; and a 10-story mixed-use office/residential building between California and Sacramento Streets, about 360 ft. north of the project site.

The project engineer and architect would include design features in the building to limit mechanical equipment noise levels to 60 dBA, fifty feet from the equipment. Project mechanical equipment would be located in an enclosed mechanical penthouse on top of each residential tower, about 130 feet high, which is taller than any adjacent residential or commercial structure. Lower lying adjacent receptors, including Franklin Street residences, would be screened from mechanical noise by the mass of the proposed project. Normal attenuation of sound energy would reduce 60 dBA to below 55 dBA at the next nearest sensitive receptor locations at the Holiday Inn and the residential/commercial building north of the project site.[7] Equipment noise limited to 60 dBA would not be perceptible above the ambient noise levels in the project area and would meet the nighttime limit. Discussion of operational noise requires no further analysis and will not be included in the EIR.

NOTES

1. dBA is a measure of sound in units of decibels (dB). The "A" denotes the A-weighted scale, which simulates the response of the human ear to various frequencies of sound.

Ldn, the day night average noise level, is a noise measurement based on the human reaction of cumulative noise exposure over a 24-hour period, taking into account the greater annoyance of nighttime noises; noise between 10 p.m. and 7 a.m. is weighted 10 dBA higher than daytime noise.

Noise measurements were conducted by Mr. Geoff Hornek on behalf of EIP Associates, on Wednesday, August 16, 1989, between 4:30 and 6:00 p.m. using a Gen Rad 1565-B Sound Level Meter set on the A-weighted decibel scale, for recording equalized (eq) noise energy levels. A report of the findings is on file with the Department of City Planning, Office of Environmental Review, 5th floor, 450 McAllister Street, San Francisco, California 94102.

2. San Francisco Department of City Planning, Master Plan, 1974, p. I.6.17.

3. Howard Roll, DKS Associates, letter, November 15, 1989.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

4. Van Ness Avenue Plan Final Environmental Impact Report, San Francisco Department of City Planning, December 1987, page 127.

5. See Downtown Plan EIR (Vol. 1) Continuous Section IV.E. generally and Section IV. J., pp. IV.J.8-18. Increases of 1 dBA or less in environmental noise are not noticeable by most people outside a laboratory situation (National Academy of Sciences, Highway Research Board, Research Report No. 117 (1971). (See also FHWA Highway Traffic Noise Prediction Model underlines, Report #FHWA-RD-77-108, December 1978, p. 8, regarding doubling of traffic volumes producing increases of 3 dBA or more, which are noticed by most people).

6. Standard attenuation of sound energy from a fixed source is considered to be a reduction of 6 dBA for every doubling of distance from the source, beginning at 50 feet.

7. Dolores Crist, Administrator, St. Paul's Towers, letter October 3, 1989.

6. Air Quality/Climate - Could the project:

		Yes	No	Discussed
* (a)	Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violations?	X	____	X
* (b)	Expose sensitive receptors to substantial pollutant concentrations?	____	X	X
(c)	Permeate its vicinity with objectionable odors?	____	X	____
(d)	After wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region?	X	____	X

Two types of air quality impacts could be expected from the proposed building: long term impacts related to use and operation of the project and short-term impacts from construction. Project-specific as well as cumulative traffic increases associated with implementation of the Van Ness Avenue Plan can be expected to contribute to existing air pollution near the project site.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

Construction Effects - Construction activities would temporarily affect local air quality. Demolition and construction activities would not involve burning of any materials and would not create objectionable odors. Demolition, grading and other construction activities would temporarily affect local air quality for about 28 months, causing a temporary increase in particulate dust and other pollutants. Dust emissions during demolition and excavation would increase particulate concentrations near the site. Dustfall can be expected at times on surfaces within 200 to 800 feet. Under high winds exceeding 12 miles per hour, localized effects including human discomfort might occur downwind from blowing dust. Construction dust is composed primarily of large particles that settle out of the atmosphere more rapidly with increasing distance from the source. More of a nuisance than a hazard for most people, this dust could affect persons with respiratory diseases, as well as sensitive electronics or communications equipment. The project sponsor would require the contractor to wet down the construction site twice a day during construction to reduce particulates by at least 50%.

Diesel-powered equipment would emit, in decreasing order by weight, nitrogen oxides, carbon monoxide, sulfur oxides, hydrocarbons, and particulates. This would increase local concentrations temporarily but would not be expected to increase the frequency of violations of air quality standards. The project sponsor would require the project contractor to maintain and operate construction equipment in such a way as to minimize exhaust emissions. Construction air quality effects require no further analysis and will not be discussed in the EIR.

Operational Effects - The Bay Area Air Quality Management District (BAAQMD) has established thresholds for projects requiring its review for potential air quality impacts. These thresholds are based on the minimum size projects which the District considers capable of producing air quality problems. The District's concern with the proposed project would be related to vehicular emission of pollutants resulting from trips to and from the facility and potential project contribution to curbside exceedance of the state and federal 8-hour carbon monoxide (CO) standard along Van Ness Avenue.

The project would relate to three different threshold categories: Number of apartment units, number of vehicle trips and number of parking spaces. Projects with less than 300 apartments, 2,000 daily vehicle trips and 250 parking spaces are generally considered exempt from District review.[1]

The proposed project would have 250 apartment units and would generate about 480 daily vehicle trips. This places it beneath the threshold values in these two categories.

The project proposes provision of 250 parking spaces. In light of the project's low vehicle trip generation rate, this number of parking spaces would not require review of the project by BAAQMD.[2]

Air quality impacts associated with the development potential under the Van Ness Avenue Plan would result primarily from increased vehicle emissions. It is estimated that in 1984, the 8-hour average curbside concentrations of CO at the intersection of Pine and Van Ness Avenue was 13.1 parts per million (ppm).[3] This violates the state and federal 8-hour standard of 9 pm, by 4.1 ppm. In 2000, the average vehicle is expected to emit 43% less CO than in 1984 due to ongoing state and federal emissions controls. Concentrations of CO are predicted to be less in 2000 than in 1984 and would not violate one- or eight-hour standards at any Van Ness intersection.

A survey of existing weekday vehicle trips at the site, between 5:00 and 6:00 p.m., indicates that the project would increase net vehicle trips to and from the site by 19 during the peak hour. It is estimated that a total of about 7,150 cars presently travel through the intersections of Pine and Van Ness and Pine and Franklin, between 5:00 and 6:00 p.m. on weekdays.[4] The addition to this volume, of 19 trips and associated emissions, would not be significant within the daily fluctuation of traffic conditions.

Potential air quality impacts of project-related automobile emissions would not be significant and require no further discussion in the EIR.

The project is subject to Section 295 of the City Planning Code (the sunlight ordinance) and potential shadow impacts, if any, on Department of Recreation and Park properties will be discussed in the EIR. Potential shadowing impacts of the project on sidewalks, parks and other open spaces will be discussed in the EIR. The analysis will include shadow diagrams.

Section 243(8)(A) of the Planning Code establishes comfort criteria of 11 mph equivalent wind speed for pedestrian areas and 7 mph for seating areas, not be exceeded more than 10% of the

time, year-round between 7:00 a.m. and 6:00 p.m., in the Van Ness Special Use District. Project wind effects including the results of wind tunnel testing, if required, and these in relation to the Van Ness Avenue Plan criteria, will be discussed in the project EIR.

NOTES

1. Air Quality and Urban Development, November, 1985. Table III-A-1: Calculated Thresholds for Submission of Environmental Documents to BAAQMD.

2. Ibid.

3. Van Ness Avenue Plan FEIR 82.392E/87.586E (certification date December 7, 1987): Table 12: Existing and Projected Curbside Carbon Monoxide Concentrations at Selected Intersections.

4. Transportation Report prepared for San Francisco Towers, DKS Associates, 1989.

7. Utilities/Public Services - Could the project:

		Yes	No	Discussed
* (a)	Breach published national, state or local standards relating to solid waste or litter control?	____	X	____
* (b)	Extend a sewer trunk line with capacity to serve new development?	____	X	X
(c)	Substantially increase demand for schools, recreation or other public facilities?	____	X	____
(d)	Require major expansion of power, water, or communications facilities?	____	X	X

The proposed project would increase demand for and use of public services and utilities on the site and increase water and energy consumption, but not in excess of amounts expected and provided for in the area. Providers of necessary public services were contacted regarding the proposed project, and have indicated that existing capacities are adequate to serve the proposed project.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

Statements from utility and service providers are available for public review at the Department of City Planning, 450 McAllister Street, Fifth Floor. No further analysis is necessary in the EIR.

8. Biology - Could the project:

		Yes	No	Discussed
* (a)	Substantially affect a rare or endangered species of animal or plant, or the habitat of the species?	____	X	X
* (b)	Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movements of any resident or migratory fish or wildlife species?	____	X	X
(c)	Require removal of substantial numbers of mature, scenic trees?	____	X	X

Because the site is covered by impervious surfaces, the project would not affect plant or animal habitats. Five Sycamore trees planted along Pine Street, and one on Van Ness Avenue would be retained, and additional street plantings and site landscaping would be required as part of the project and would increase the area's vegetative cover. This issue requires no further analysis and will not be discussed further in the EIR.

9. Geology/Topography - Could the project:

		Yes	No	Discussed
(a)	Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)?	____	X	X
(b)	Change substantially the topography or any unique geologic or physical features of the site?	____	X	X

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

The project block slopes up from Van Ness to Franklin between the 178 and 197 ft. contours, San Francisco City Datum (SFD).[1] Soils at the site are composed of densely packed sand.[2] Groundwater levels are expected to be encountered about 100 to 125 feet below the site surface.[3]

Excavation for the project foundation and three basement levels would be conducted to a depth of about 50 feet below Franklin Street (147 ft. SFD) and 27 feet below Van Ness Avenue (151 ft. SFD), requiring up to 50 feet of excavation below existing ground surface for the proposed building. A shallow spread footing foundation is proposed which, although it would not require pile driving, could require pouring of concrete piers into predrilled holes. This foundation would provide resistance to lateral and uplift forces (both wind and seismic). The piers would be set in the stiff sandy clay soils below the site, which are sufficiently dense to support the proposed structure, foundations and hold-down system.[4]

Dewatering would not be required during excavation because groundwater would not be encountered at the proposed depth of excavation. Pit walls would be shored up to prevent lateral movement of soils during excavation, using soldier piles, fitted in predrilled holes, and lagging. The building contractor must comply with the San Francisco Building Code and the Excavation Standards of the California Occupational Safety and Health Agency. The skilled nursing facility must meet State Hospital Seismic Safety standards. If appropriate, a preconstruction survey of adjacent sidewalks and streets would be made to establish existing elevations.

The closest active faults to San Francisco are the San Andreas Fault, about 9 miles southwest of Downtown, and the Hayward and Calaveras Faults, about 15 and 30 miles east of Downtown, respectively. The project area would experience strong (Intensity level D, general but not universal fall of brick chimneys, cracks in masonry and brick work) ground shaking during a major earthquake.[5] The building would be required to meet current seismic engineering standards of the San Francisco Building Code. (See Mitigation Measures, page 33, for the project's emergency response plan). The site is not in an area of liquefaction or subsidence. It is not within an area of potential tsunami or Seiche flooding.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

The project would replace buildings on the site built prior to current seismic code standards, which are more susceptible to earthquake damage. No further analysis is necessary in the EIR.

NOTES

1. San Francisco City Datum establishes the City's "0" point for surveying purposes at approximately 8.6 feet above mean sea level.

2. Mike Matchrzak, Klienfelder Geotechnical Consultants, letter, August 15, 1989.

3. Ibid.

4. Ibid.

5. URS/John A. Blume and Associates, San Francisco Seismic Safety Investigation, 1974. Groundshaking intensities that would result from a major earthquake were projected and classified on a five-point scale ranging from E (Weak) through A (Very Violent).

10. Water - Could the project:

		Yes	No	Discussed
* (a)	Substantially degrade water quality, or contaminate a public water supply?	____	X	X
* (b)	Substantially degrade or deplete ground water resources, or interfere substantially with ground water recharge?	____	X	X
* (c)	Cause substantial flooding, erosion or siltation?	____	X	X

The depth to groundwater is approximately 100-125 feet below the sloping site surface and would remain 60-100 feet below the deepest proposed excavation of about 50 feet near Franklin Street and 27 feet near Van Ness Avenue.[1] Therefore, groundwater flow would not be affected by the project foundation. No site dewatering would be needed during excavation and no groundwater draw down would occur during or after construction. The site is currently covered by impermeable surfaces. The project would cover the site with a building and therefore would not alter the drainage pattern of the site. Site runoff would continue to drain into the City's combined sanitary and storm drainage system. The project would not affect drainage patterns or water quality

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

because the site is now entirely covered with impermeable surfaces. No further analysis of this topic is required in the EIR.

A gas station is located on the westernmost part of the site. The topic of underground tank removal and any effects on water quality will be covered in the EIR. See the Hazards discussion below.

NOTES

1. Mike Majchrzak, Klienfelder Geotechnical Consultants, letter, August 15, 1989.

11. Energy/Natural Resources - Could the project:

		Yes	No	Discussed
*(a)	Encourage activities which result in the use of large amounts of fuel, water or energy, or use these in a wasteful manner?	___	X	X
(b)	Have a substantial effect on the potential use, extraction or depletion of a natural resource?	___	X	X

Annual energy consumption by existing uses on the site, (i.e., office, retail, and residential hotel) is approximately 0.66 million kWh of electricity and approximately 14,000 therms of natural gas, equal to about 8,148 million Btu at the source.[1,2]

Demolition of the existing structures would require an unknown amount of energy. Fabrication and transportation of building materials, worker transportation, site development, and building construction would require about 150 billion Btu of gasoline, diesel fuel, natural gas, and electricity.[3] Distributed over the estimated 50-year life of the project, this would be about 3.0 billion Btu per year, or about six percent of the annual building energy requirements.

New buildings in San Francisco are required to conform to energy conservation standards specified by Title 24 of the California Code of Regulations. Documentation showing compliance with these

standards is submitted with the application for the building permit and is enforced by the Bureau of Building Inspection.

Table 2, below, shows the estimated operational energy which would be used by the project. Project demand for electricity during PG&E's peak electrical load periods, July and August afternoons, would be about 2,500 kWh, an estimated 0.016 percent of PG&E's peak load of 16,000 MW.[4] Project demand for natural gas during PG&E's peak natural gas load periods, January mornings, would be 112.0 million Btu per day, or about 0.048 percent of PG&E's peak load of about 23.6 billion Btu per day.[5] Annual and peak daily electricity and natural gas consumption are shown in Figures 4 and 5, pages 28 and 29.

Increased San Francisco energy demands to the year 2000 would be met by PG&E from nuclear sources, oil and gas facilities, hydroelectric and geothermal facilities, and other sources such as cogeneration, wind and imports. PG&E plans to continue receiving most of its natural gas from Canada and Texas under long-term contracts.

Project-related transportation would cause additional, off-site energy consumption.

This topic, energy impacts, requires no further analysis and will not be discussed in the EIR.

NOTES

1. Existing energy use is based on information provided by PG&E's marketing department. At-source thermal energy, given in British thermal units (Btu), is based on information received from PG&E, Technical Service Department, January 8, 1990.

2. The Btu is the quantity of heat required to raise the temperature of one pound of water one degree fahrenheit at sea level. The term "at-source" means that adjustments have been made in the calculation of the thermal energy equivalent (Btu) for losses in energy that occur during generation, transmission, and distribution of the various energy forms as specified in: ERCDC, 1977, Energy Conservation Design Manual for New "Non-Residential Buildings", Energy Conservation and Development Commission, Sacramento, California, and Apostolos, J.A., W.R. Shoemaker, and E.C. Shirley, 1978 Energy and Transportation System, California Department of Transportation, Sacramento, California, Project #20-7, Task 8.

3. Hannon, B., et. al, 1978, "Energy and Labor in the Construction Sector, "Science 202:837-847.

TABLE 2

ESTIMATED PROJECT ENERGY USE[1,5]

Daily Natural Gas Consumption[2]	
Estimated natural gas consumption per sq.ft.	210 Btu[3]
Estimated total daily natural gas consumption	718 Therms (190 million Btu)
Monthly Electric Consumption[2]	
Estimated electrical consumption per sq. ft.	0.65 kWh (6,655 Btu)[4]
Estimated total electrical consumption	230,381 kWh (2.4 billion Btu)
Annual Consumption	
Estimated total annual natural gas consumption	262,100 Therms (26.21 billion Btu)
Estimated total annual electric consumption	2.8 million kWh (28.3 billion Btu)
Estimated total annual energy consumption	54.5 billion Btu (9,730 barrels of oil)

[1] Energy use includes space conditioning, service water heating and lighting.

[2] Electricity and natural gas consumption was based on estimates made by EIP Associates. These calculations are available for review at the Department of City Planning 450 McAllister Street, San Francisco.

[3] Btu (British thermal unit): A standard unit for measuring heat. Technically, it is the quantity of heat required to raise the temperature of one pound of water one degree Fahrenheit (251.97 calories) at sea level.

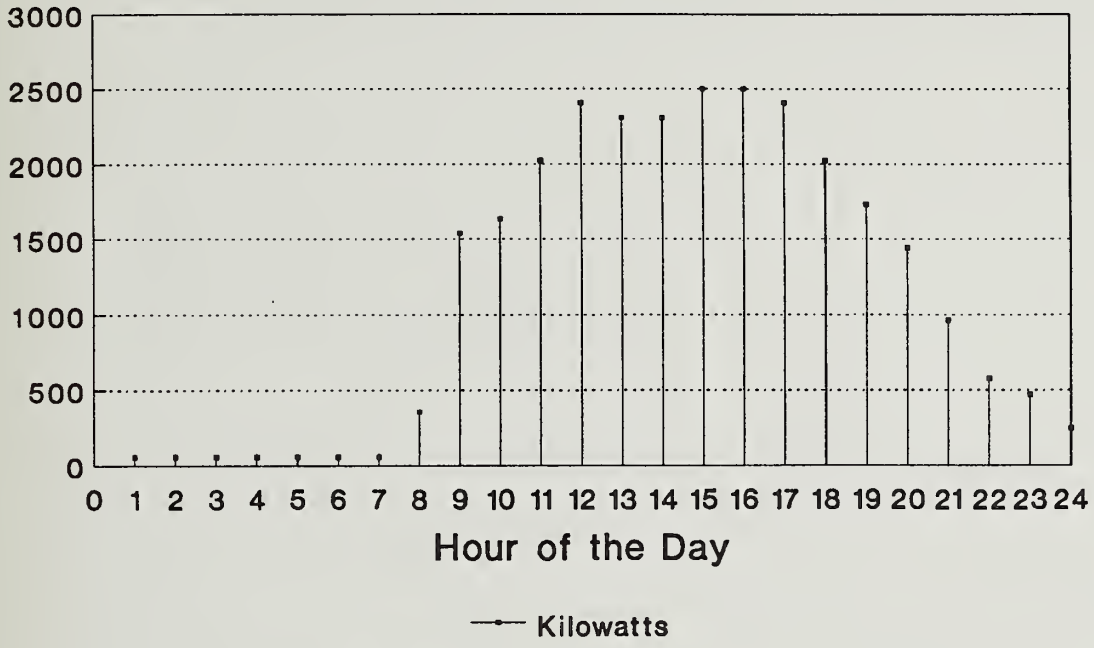
[4] Energy Conversion Factors:

one kilowatt hour (kWh)	= 10,239 Btu
one therm	= 100,000 Btu
one barrel oil	= 5,600,000 Btu

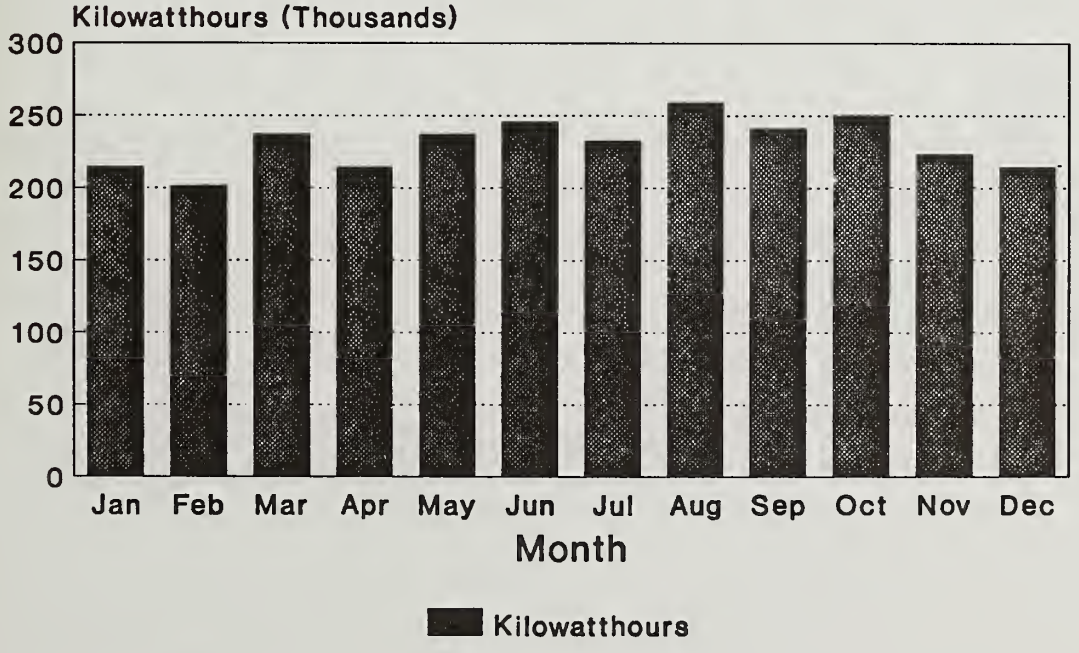
[5] Monthly and annual figures may not match due to rounding to three significant digits.

Source: EIP Associates.

Peak Daily Electricity Consumption for San Francisco Towers



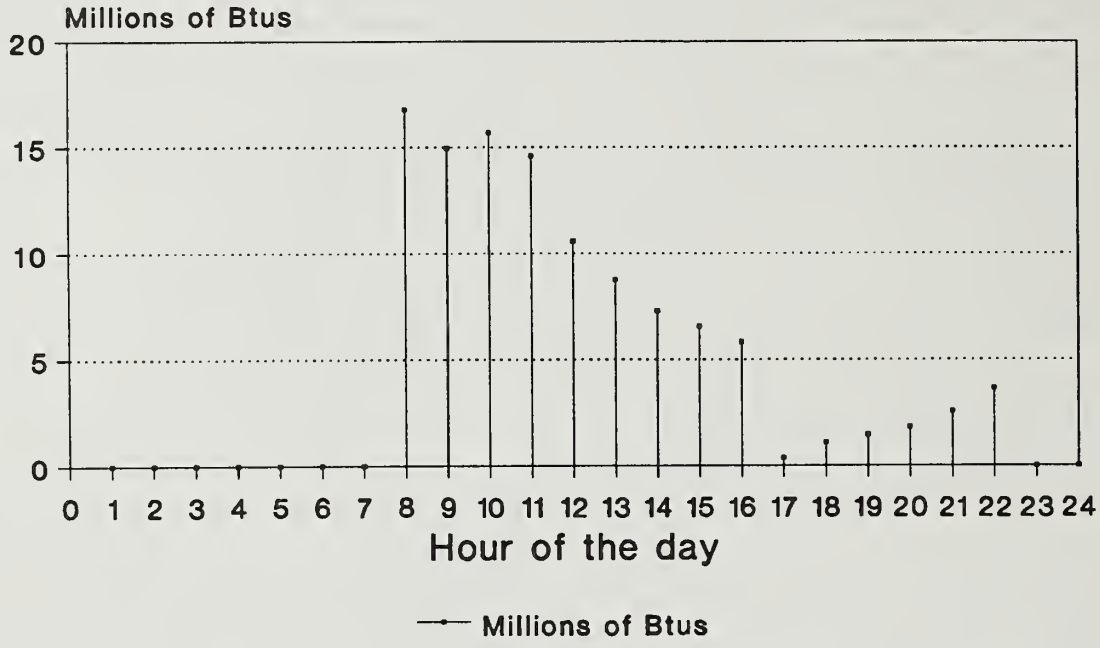
Annual Electricity Consumption for San Francisco Towers



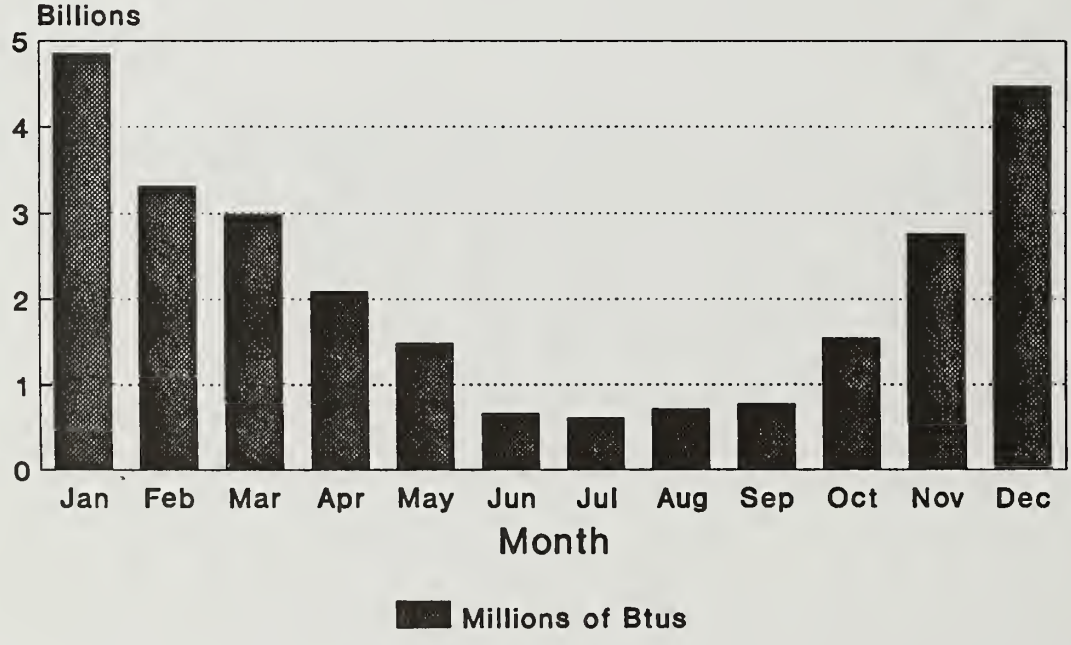
SOURCE: EIP ASSOCIATES

89100

Peak Daily Natural Gas Consumption for San Francisco Towers



Annual Natural Gas Consumption for San Francisco Towers



SOURCE: EIP ASSOCIATES

89100

4. San Francisco Department of City Planning, Downtown Plan Environmental Impact Report (EIR) EE81.3 certified October 18, 1984 Vol. 1 pp. IV.G.3-4. (Note: one cu. ft.= 1,100 Btu.)

5. Pacific Gas and Electric Company, Form 10-K, For the Fiscal Year Ended December 31, 1989, p. 16.

12. Hazards - Could the project:

		Yes	No	Discussed
* (a)	Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	X	____	X
* (b)	Interfere with emergency response plans or emergency evacuation plans?	____	X	X
(c)	Create a potentially substantial fire hazard?	____	X	X

There are several aspects of the project which could create a public health hazard. First, potentially hazardous materials may be present in, or under, existing site structures which could be released during project proposed demolition and excavation activities. Second, the proposed skilled nursing facility could potentially generate hazardous or infectious medical wastes requiring special disposal.

Asbestos-containing materials could be found within existing structures on site, all of which are proposed to be demolished as part of the project. The existing buildings could contain asbestos in insulation of pipes, boilers and water tanks, floor and ceiling tiles and building walls. Any alteration or demolition of the existing buildings necessary for the project must comply with State law, which requires a contractor, where there is asbestos-related work involving 100 square feet or more of asbestos containing materials, to be certified and that certain procedures be followed.[1] The project sponsor would have the project contractor conform to State regulations for the removal of asbestos in the existing structures. The Bay Area Air Quality Management District (BAAQMD) is vested by the California legislature with authority to regulate airborne pollutants, including asbestos, through both inspection and law enforcement, and is to be notified ten days in advance

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

of any proposed demolition. Notification includes the names and addresses of operators and persons responsible; description and location of the structure(s) to be renovated or demolished, including size, age and prior use, and the approximate amount of friable[2] asbestos; scheduled starting and completion dates of demolition or renovation; nature of planned demolition and renovation and methods to be employed; procedures to be employed to meet BAAQMD requirements; and the name and location of the waste disposal site to be used. The District randomly inspects asbestos removal operations. In addition, the District will inspect any removal operation for which a complaint has been received.

The local office of the State Occupational Safety and Administration (OSHA) must be notified of asbestos abatement to be carried out. Asbestos abatement contractors must follow State regulations contained in 29 CCR 1926.58. Asbestos removal contractors must be certified as such by the Contractors Licensing Board of the State of California. The owner of the properties where demolition and renovation are to occur must have a Hazardous Waste Generator Number assigned by and registered with the Office of the California Department of Health Services in Sacramento. The contractor and hauler of the material is required to file a Hazardous Waste Manifest, which details the hauling of the material from the site and its disposal (see Mitigation Measure, p. 33). Thus asbestos issues would not cause public health hazards and require no further analysis.

Underground gasoline storage tanks associated with the Unocal gas station on the corner of Pine and Franklin Street may have leaked and contaminated some amount of soil. In addition, archival investigation of the site has determined that several structures have been associated with automobile maintenance activities since the early part of this century. Potentially hazardous materials such as used oil, brake fluid, corrosives and heavy metals may have been released or dumped onto site property.

Various local, State and federal agencies are involved in identifying the location of underground tanks, monitoring their safe removal, and regulating remediation activities for potentially contaminated soils and groundwater. The San Francisco Department of Public Health reviews fuel leak cases in San Francisco pursuant to Ordnance No. 493-86 in Article 21 of the San Francisco Public Health Code; commonly known as the Underground Tank Ordinance. The San Francisco

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

Bay Regional Water Quality Control Board (RWQCB) requires all sites where release of waste has occurred (by leaking tanks, for instance) to be fully investigated, including both soil and groundwater, and cleaned up to background levels, unless otherwise determined by the Board. The RWQCB also maintains a list of registered underground storage tanks, and provide direction to the City Health Department (CHD) for the permitting and closure of underground storage tanks in San Francisco. The U.S. Environmental Protection Agency (EPA) is the primary federal agency involved in regulating hazardous materials and hazardous wastes. Actual clean up of any soil or groundwater contaminated by leaking tanks would be conducted by a qualified hazardous waste disposal company, not the CHD, and would be monitored by the RWQCB. If and when the underground tanks have been removed, the project sponsor would have the site evaluated for potential contamination of the soil and groundwater. Results from this investigation, as well as a report on the tank removal process, will be included in the EIR. Other sections of the site that may have potential contaminants in the soil will also be subject to further analysis, and compliance with Article 20, as amended by Ordinance 348-88, Analyzing the Soil for Hazardous Wastes (also known as the "Maher Ordinance"), to determine if potential hazardous material or contaminated waste exists. The results of these studies, as well as a remediation plan will be discussed in the EIR.

The skilled nursing facility proposed as part of the project could generate infectious wastes and other hazardous wastes, requiring appropriate disposal. All wastes would be disposed of in accordance with applicable local, state and federal regulations. Therefore, the project would not create a potential public health hazard through the production or disposal of harmful materials.

Finally, an evacuation and emergency response plan would be developed as part of the proposed project (see page 33). The project's emergency plan would be coordinated with the City's emergency planning activities. This mitigation measure is proposed as part of the project; thus this topic will not be discussed in the EIR.

The increased number of persons using the site would not substantially increase the fire hazard at the site as the project would be required to conform to the Life Safety provisions of the San

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

Francisco Building Code and Title 24 of the State Building Code. The project would replace buildings built prior to these code requirements.

NOTES

1. Assembly Bill 2040, Asbestos 1985, added Section 24,223 and Chapter 25 to Division 20 of the Health and Safety Code.

2. Friable: easily crumbled or pulverized.

13. Cultural - Could the project:

		Yes	No	Discussed
* (a)	Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historical or cultural significance to a community, ethnic or social group; or a paleontological site except as a part of a scientific study?	X	___	X
(b)	Conflict with established recreational, educational, religious or scientific uses of the area.	___	X	___
(c)	Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the City Planning Code?	___	X	X

An archival search of the site has been conducted by a qualified historical archaeologist.[1] There is no recorded occupation or use of the project site and area during the Prehistoric (ca. 6000 B.C. to 1775 A.D.), Spanish/Mexican (1775-1845), or Early American (1846-1848) periods. When the first U.S. Coastal Survey map was prepared in 1852, the project site was still undeveloped. Historic records pertaining to the site indicate development did not occur until the 1860s, and that relatively little grading of the site has occurred to date. The first documented occupation of the project site took place in the late 1860s. Archival research indicates that the site contains little to no cultural resources which precede the middle to late 1850s and that none of the documented uses on the project site appear to have been associated with historically significant persons or events. However,

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

archaeological deposits associated with the later Gold Rush, City Building and Late Nineteenth Century periods could exist on the project site. This topic will be discussed further in the EIR.

Two building located on the site at 1623 and 1629 Pine Street are designated significant buildings in the Van Ness Avenue Plan. These buildings sustained structural damage in the October 17, 1989, Loma Prieta Earthquake. Two other buildings are designated contributory buildings in the Van Ness Plan. The project would demolish all of these buildings. This topic will be addressed in the EIR.

NOTES

1. An archaeological resources report titled "Archival State History of the Proposed San Francisco Towers Project, San Francisco, California" was prepared for the proposed site by Dr. Allen G. Pastron, Ph.D., Principal, Archeo-Tec, and is on file at the Office of Environmental Review, Department of City Planning, 450 McAllister Street, 6th Floor, San Francisco.

C. OTHER

	Yes	No	Discussed
Require approval of permits from City Departments other than Department of City Planning or Bureau of Building Inspection or from Regional, State or Federal Agencies?	X	___	X

The project would require approval from the State for the authorization of a residential care facility for the elderly, a life care facility and a skilled nursing facility. The project would also require a permit from the San Francisco Department of Health.

D. MITIGATION MEASURES

		Yes	No	N/A	Discussed
(1)	If any significant effects have been identified, are there ways to mitigate them?	___	___	___	X
(2)	Are all mitigation measures identified above included in the project?	X	___	___	X

The following are mitigation measures related to topics determined to require no further analysis in the EIR. The EIR will contain a mitigation chapter describing these measures and also including other measures which would be, or could be, adopted to reduce potential adverse effects of the proposed project identified in the EIR.

Noise

As recommended by the Environmental Protection Element of the San Francisco Master Plan, an analysis of noise reduction measurements would be prepared by the project sponsor and recommended noise insulation features would be included as part of the proposed building. The residential towers would have to comply with Title 24, Noise Insulation Standards, which requires interior noise levels not to exceed 45 dBA between 10:00 p.m and 7:00 a.m. and 55 dBA between 7:00 a.m. and 10:00 p.m.

The construction contract would require that the project contractor muffle and shield intakes and exhausts, shroud or shield impact tools, and use electric-powered rather than diesel-powered construction equipment, as feasible, so that noise would not exceed limits stated in the City Noise Ordinance (Article 29, San Francisco Administrative Code, 1972).

The project sponsor would require the general contractor to construct barriers around the site, and around stationary equipment such as compressors, which would reduce construction noise by as much as five dBA, and to locate stationary equipment in pit area or excavated areas, as these areas would serve as noise barriers.

Construction Air Quality

The project sponsor would require the general contractor to sprinkle demolition sites with water continually during demolition activity; sprinkle unpaved construction areas with water at least twice per day to reduce dust generation by about 50%; cover stockpiles of soil, sand, and other materials; cover trucks hauling debris, soils, sand or other such material; and sweep streets surrounding demolition and construction sites at least once per day to reduce total suspended particulates (TSP) emissions. The project sponsor would require the general contractor to maintain and operate construction equipment so as to minimize exhaust emissions of TSP and other pollutants by such means as a prohibition on idling of motors when equipment is not in use or trucks are waiting in

queues, and implementation of specific maintenance programs (to reduce emissions) for equipment that would be in frequent use for much of a construction period.

Geology/Topography

A detailed foundation and structural design study would be conducted for the building by a California-licensed structural engineer and a geotechnical consultant. The project sponsor would follow the recommendations of these studies during the final design, excavation of the site and construction of the project.

Hazards

An excavation and emergency response plan would be developed by the project sponsor or building management staff, in consultation with the Mayor's Office of Emergency Services, to insure coordination between the City's emergency planning activities and the project's plan and to provide for building occupants in the event of an emergency. The project plan would be reviewed by the Office of Emergency Services and implemented by building management insofar as feasible before issuance by the Department of Public Works of final building permits.

To expedite implementation of the emergency response plan, the project sponsor would prominently post information for building occupants concerning what to do in the event of a disaster.

A preliminary inspection of the existing buildings for asbestos would be made, and a final report prepared. Included in the final report would be a plan for the safe removal and disposal of any asbestos found in the buildings exceeding allowable levels under applicable State law. A copy of this report would be submitted to the Bay Area Air Quality Management District, and any other appropriate State agency, and evidence of this submittal transmitted to the Department of City Planning before the commencement of asbestos abatement. The project sponsor would comply with applicable State law which regulates asbestos removal and disposal.

Cultural Resources

The sponsor would retain the services of an archaeologist. The Environmental Review Officer (ERO) in consultation with the President of the Landmarks Preservation Advisory Board (LPAB) and the archaeologist would determine whether the archaeologist should instruct all excavation and

foundation crews on the project site of the potential for discovery of cultural and historic artifacts, and the procedures to be followed if such artifacts are uncovered.

Given the possibility of encountering the remains of cultural or historic artifacts within the project site, prior to the commencement of foundation excavations the project sponsor would undertake a program of archaeological testing. This would consist of observation and monitoring by a qualified historical archaeologist of site clearance of at least any materials below existing grade level, and either the placement of a series of mechanical, exploratory borings or of other similar on-site testing methods. The archaeologist would supervise the testing at the site to determine the probability of finding cultural and historical remains. At the completion of the archaeological testing program, the archaeologist would submit a written report to the ERO, with a copy to the project sponsor, which describes the findings, assesses their significance and proposes appropriate recommendations for any additional procedures necessary for the mitigation of adverse impacts to cultural resources determined to be significant.

An historical archaeologist would be present during site excavation and would record observations in a permanent log. The ERO would also require cooperation of the project sponsor in assisting such further investigations on site as may be appropriate prior to or during project excavation, even if this results in a delay in excavation activities.

In addition, a program of on-site construction monitoring by a qualified historical archaeologist, designed to allow for the recovery of a representative sample of the cultural materials existing on the site, would be implemented by the project sponsor. This monitoring and recovery program would result in a written report to be submitted to the ERO, with a copy to the project sponsor.

Should cultural or historic artifacts be found following commencement of excavation activities, the archaeologist would assess the significance of the find, and immediately report to the ERO and the President of the Landmarks Preservation Advisory Board (LPAB). Upon receiving the advice of the consultants and the LPAB, the ERO would recommend specific mitigation measures, if necessary. Excavation or construction activities following the preconstruction archaeological testing program which might damage the discovered cultural resources would be suspended for a maximum of four weeks (cumulatively for all instances that the ERO has required a delay in excavation or construction) to permit inspection, recommendation and retrieval, if appropriate.

Following site clearance, an appropriate security program would be implemented to prevent looting. Any discovered cultural artifacts assessed as significant by the archaeologist upon concurrence by the ERO and the President of the LPAB would be placed in a repository designated for such materials or displayed on site if appropriate. Copies of the reports prepared according to these mitigation measures would be sent to the California Archaeological Site Survey Office at Sonoma State University.

E. ALTERNATIVES.

Alternatives to the proposed project include the following:

A. No Project Alternative: The site would remain in its existing condition with all buildings remaining.

B. Mixed Use Development Alternative: Provision of standard, market rate, not specifically elderly, residential units and other commercial uses which would not require Conditional Use or other exceptions for parking or the new uses.

C. Preservation Alternative: This alternative would discuss two subalternatives. The first would wholly preserve the two buildings designated significant in the Van Ness Avenue Plan, at 1623 and 1629 Pine Street. The second would be a development that would incorporate only the facades of the structures.

D. Alternate Location Alternative: The project would be developed elsewhere.

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

F. MANDATORY FINDINGS OF SIGNIFICANCE

		Yes	No	Discussed
* 1.	Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history?	____	X	____
* 2.	Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?	____	X	____
* 3.	Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)	X	____	X
* 4.	Would the project cause substantial adverse effects on human beings, either directly or indirectly?	____	X	____

* Derived from State EIR Guidelines, Appendix G, normally significant effect.

G. ON THE BASIS OF THIS INITIAL STUDY:

____ I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.

____ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures, numbers ____, in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.

__X__ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

Barbara W. Sahm

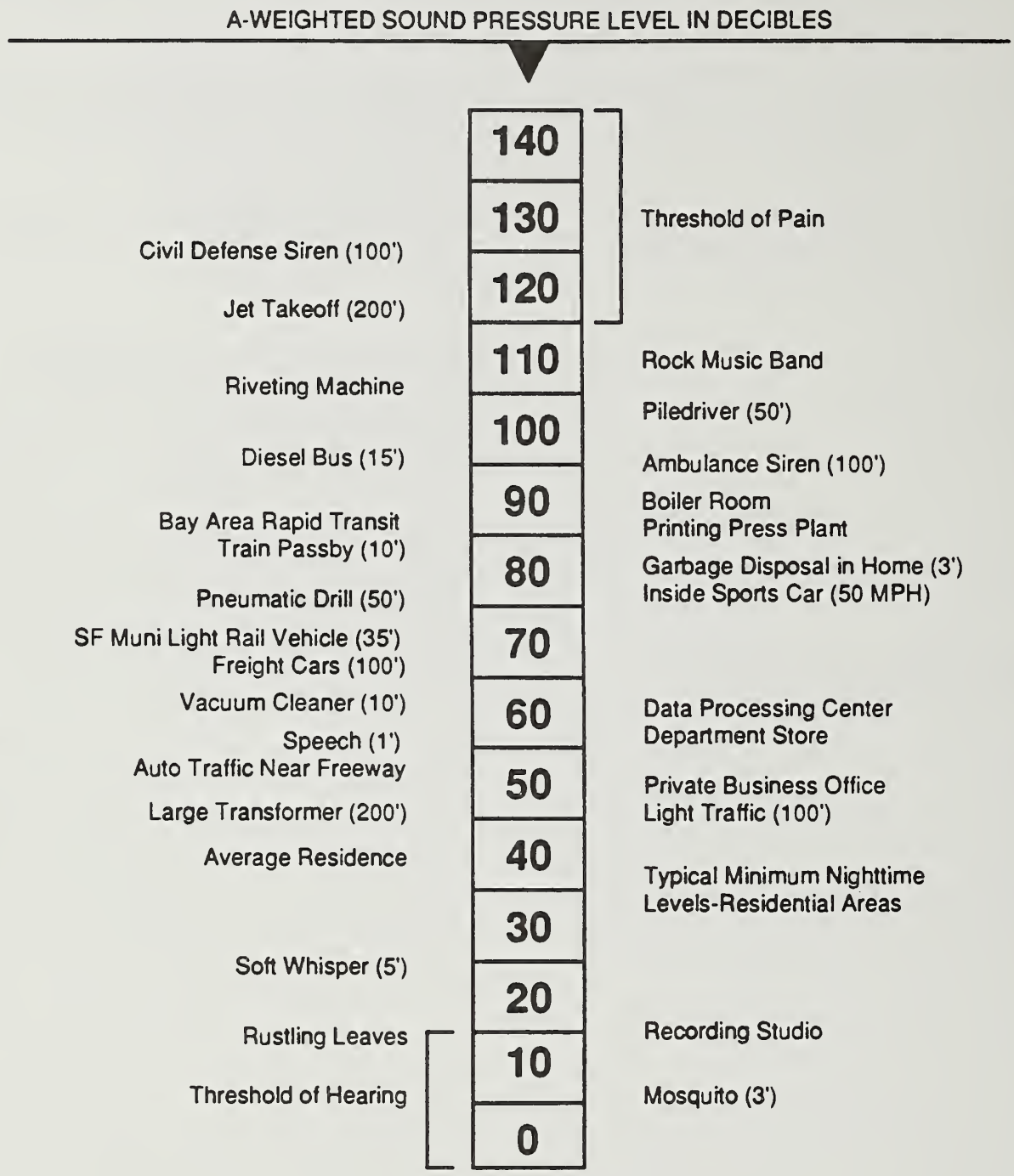
BARBARA W. SAHM
Environmental Review Officer

for

Dean L. Macris
Director of Planning

Date: April 8, 1991

TYPICAL SOUND LEVELS MEASURED IN THE ENVIRONMENT AND INDUSTRY



(100') - Distance in Feet Between Source and Listener

INITIAL STUDY DISTRIBUTION LIST

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Bay Area Air Quality Management District
Irwin Mussen

CITY AND COUNTY OF SAN FRANCISCO

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Artists Equity Association
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Council of Community Housing Organizations
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Bourdet Family Survivors Trust

1480 Van Ness Associates

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ARCHITECTURAL EVALUATION SURVEYS

The architectural ratings discussed in the text of this report (see Section III.B., p. 37), represent the results of three separate architectural surveys. The Downtown Plan categories are provided for informational purposes only.

SAN FRANCISCO DEPARTMENT OF CITY PLANNING INVENTORY

Between 1974 and 1976, the San Francisco Department of City Planning conducted an extensive but spot citywide architectural inventory. An advisory review committee of architects and architectural historians assisted in the final determination of ratings for the 10,000 buildings, the results of which were entered in an unpublished 60-volume record of the inventory. The rated buildings are also represented on a set of color-coded maps which identify the location and relative significance of each building surveyed. The inventory and maps are on file at the Department of City Planning.

The inventory assessed the architectural significance of the surveyed structures from the standpoint of overall design and particular design features. Both contemporary and older buildings were included, but historical associations were not considered. Each building was given two numerical ratings, for architectural quality and for overall architectural significance, urban design context, and environmental significance. The latter rating is referred to in this report. The ratings ranged from a low of "0" to high of "5".

HERITAGE SURVEY

The Foundation for San Francisco's Architectural Heritage, through its consultants, Charles Hall Page & Associates, Inc., conducted an architectural and historical survey of all downtown structures. In 1979, the original inventory results were published in the book Splendid Survivors (Foundation for San Francisco's Architectural Heritage, Splendid Survivors, California Living Books, San Francisco, 1979). A subsequent 1982 Heritage survey evaluated all structures in the C-3 zoning districts in areas not covered in the Splendid Survivors survey ("San Francisco downtown Architectural Survey: C-3 Zoning District, Final Evaluated List", December 1, 1982). The expanded inventory has not been

formally published by Heritage. Criteria considered in rating the buildings for both surveys include Architectural Significance, Historic Context and Negative Alterations. Summary ratings from "A" to "D" were assigned to each building on the basis of these scores. The summary ratings, as described on pp. 12-13 of Splendid Survivors, are listed below:

A. "Highest Importance. Individually the most important buildings in downtown San Francisco, distinguished by outstanding qualities of architecture, historical values, and relationship to the environment. All A-group buildings are eligible for the National Register, and of highest priority for City Landmark status."

B. "Major Importance. Buildings which are of individual importance by virtue of architectural, historical, and environmental criteria. These buildings tend to stand out for their overall quality rather than for any particular outstanding characteristic. B-group buildings are eligible for the National Register, and of secondary priority for City Landmark status."

The Landmarks Preservation Advisory Board does not distinguish between "A" rated and "B" rated buildings for purposes of preservation.

C. "Contextual Importance. Buildings which are distinguished by their scale, materials, compositional treatment, cornice and other features. They provide the setting for more important buildings and they add visual richness and character to the downtown area. Many C-group buildings may be eligible for the National Register as part of historic districts."

D. "Minor or No Importance. Building which are insignificant examples of architecture by virtue of original design, or more frequently, insensitive remodeling. The category includes vacant buildings and parking lots. Most D-group buildings are sites of opportunity."

Not Rated. Buildings which have been built or suffered insensitive exterior remodeling since 1945.

ARCHITECTURALLY AND/OR HISTORICALLY SIGNIFICANT BUILDINGS IN THE DOWNTOWN

The City Planning Commission adopted by Resolution No. 8600 (May 29, 1980), a "List of Architecturally and/or Historically Significant Buildings in The Downtown," based on the above described surveys. Generally, buildings rated "3" or higher in the DCP survey or "A" or "B" in the original Heritage survey (Splendid Survivors) were placed on the list. The expanded Heritage survey (1982) has not been adopted by the City Planning Commission to date.

The purpose of the list is to advise developers and building owners of the importance the City places upon the buildings' conservation and to require special review by the Commission of any plans which would affect any building or buildings on the list. Resolution No. 9240 (November 19,1981) reaffirms the Commission's concern for preservation of architecturally significant buildings and acknowledges

the Director's intent to recommend denial of projects that propose to demolish significant buildings. No buildings on the project site are included on this list.

VAN NESS AVENUE PLAN CATEGORIES

The Van Ness Avenue Plan, an area plan of the San Francisco Master Plan, identifies a group of 33 buildings considered *Significant* because they are "architecturally rich and attractive" and "impart on the Avenue a special character and identity." The Plan describes the special features of these buildings and provides guidelines for their potential adaptive re-use or alteration (see Van Ness Avenue Plan, San Francisco Master Plan, Appendix A, Significant Buildings, page II.5.17).

The Van Ness Avenue Plan identifies another group of 87 buildings which, although not of sufficient importance to be considered significant, are considered *Contributory* buildings. These buildings "possess architectural qualities which are in harmony with the prevailing characteristics of the more significant landmark quality buildings. These buildings contribute to the character of the street and should be retained if possible." (These buildings are listed in The Van Ness Avenue Plan, Appendix B, Contributory Buildings, page II.5.29.)

DOWNTOWN PLAN CATEGORIES

The Downtown Plan establishes four categories of architecturally important structures. The Plan states (p. 66) "This Plan proposes a preservation strategy that would require that 271 buildings (called significant buildings in this Plan) be retained, while providing incentives to encourage the retention of 223 other important, but less significant buildings (called contributory buildings). They are shown on Map 12 in the Plan. Both classes of buildings would be entitled to 'Transferable Development Rights.'"

The following material, taken from the Plan, describes the categories and briefly identifies preservation strategies.

Significant Buildings

Those buildings of the highest architectural and environmental importance--buildings whose demolition would constitute an irreplaceable loss to the quality and character of downtown--would be required to be retained. There are 271 of these buildings. They include all buildings rated by Heritage as excellent in either architectural quality or relationship to the environment, or very good in both. (This covers all buildings rated "A" by Heritage and most of the buildings rated "B".)

These buildings--referred to in the Plan as significant buildings--are divided into Category I and Category II, the difference being in the extent of alteration allowed . . . . There are 235 significant buildings in Category I ([listed] in Table 4 [of the Plan]) and 37 significant buildings in Category II . . . .

Contributory Buildings

The Downtown Plan proposes to encourage, but not require, retention of other buildings contributing to the quality and character of downtown. These buildings, called contributory buildings, consist of two groups:

Category III

Buildings rated very good in architectural quality, but lower than very good in relationship to the environment, or vice versa, and located outside conservation districts. (These buildings were rated "b" by Heritage.) There are 21 of these buildings. They are listed on Table 6 [of the Plan].

Category IV

Buildings rated very good in architectural quality, but lower than very good in relationship to the environment or vice versa and which are located in a conservation district. (These buildings were rated"B" by Heritage.) there are 15 of them.

> Buildings with "contextual value" to a conservation district. These contextual buildings are buildings that themselves are not highly rated in architectural quality and relationship to the environment, but do make a substantial contribution to the "quality" of an area that contains a number of highly-rated buildings and that is proposed to be given special protection as a conservation district. (These buildings were rated "C" by Heritage.) The 201 Category IV buildings are listed in Table 7 [of the Plan].

Six conservation districts are established by the Plan:

District 1: Kearny-Market-Mason-Sutter Conservation District
District 2: New Montgomery-Second Street Conservation District
District 3: Commercial-Leidesdorff Conservation District
District 4: Front-California Conservation District
District 5: Kearny-Belden Conservation District
District 6: Pine-Sansome Conservation District

The Downtown Plan does not allow transfer of development right to parcels when such transfer would result in the substantial alteration or demolition of a Significant or Contributory Building.

INTERSECTION ANALYSIS

The capacity analysis of each intersection at which a turning movement count was made used the "critical lane" method. This method of capacity calculation is a summation of maximum conflicting approach lane volumes that gives the capacity of an intersection in vehicles per hour per lane. (This method is explained in detail in an article entitled *Intersection Capacity Measurement Through Critical Movement Summations: A Planning Tool*, by Henry B. McInerey and Stephan G. Peterson, January 1971, *Traffic Engineering.* This method is also explained in *Interim Materials on Highway Capacity, Transportation Research Circular No. 212*, Transportation Research Board, January 1980). The maximum service volume for Level of Service E was assumed as intersection capacity. A service volume is the maximum number of vehicles that can pass an intersection during a specified time period in which operating conditions are maintained corresponding to the selected and specified Level of Service (see Table C-1). For each intersection analyzed, the existing peak-hour volume was computed and a volume-to-capacity (V/C) ratio calculated by dividing the existing volume by the capacity at Level of Service E.

PEDESTRIAN ANALYSIS

Pedestrian levels of service were calculated using the Pushkarev and Zupan's *Urban Space for Pedestrians* (MIT Press, 1975). For pedestrian crosswalks, pedestrian flow rates, or the number of pedestrians passing a point per unit of time, are the basis for the flow regime designation. The flow rate is calculated using the width of the crosswalk and the number of pedestrians using the crosswalk per peak 15-minute period. Qualitatively, the flow regime indicates the "freedom to choose desired speeds and to bypass others." Table C-3 shows the relationship between pedestrian flow rates and the flow regimes (categories) used to describe levels of operation.

TABLE C-1

VEHICULAR LEVELS OF SERVICE AT SIGNALIZED INTERSECTIONS

Level of Service	Description	Volume/ Capacity (v/c) Ratio[1]
A	Level of Service A describes a condition where the approach to an intersection appears quite open and turning movements are made easily. Little or no delay is experienced. No vehicles wait longer than one red traffic signal indication. The traffic operation can generally be described as excellent.	less than 0.60
B	Level of Service B describes a condition where the approach to an intersection is occasionally fully utilized and some delays may be encountered. Many drivers begin to feel somewhat restricted within groups of vehicles. The traffic operation can generally be described as very good.	0.61-0.70
C	Level of Service C describes a condition where the approach to an intersection is often fully utilized and back-ups may occur behind turning vehicles. Most drivers feel somewhat restricted, but not objectionably so. The driver occasionally may have to wait more than one red traffic signal indication. The traffic operation can generally be described as good.	0.71-0.80
D	Level of Service D describes a condition of increasing restriction causing substantial delays and queues of vehicles on approaches to the intersection during short times within the peak period. However, there are enough signal cycles with lower demand such that queues are periodically cleared, thus preventing excessive back-ups. The traffic operation can generally be described as fair.	0.81-0.90
E	Capacity occurs at Level of Service E. It represents the most vehicles that any particular intersection can accommodate. At capacity there may be long queues of vehicles waiting upstream of the intersection and vehicles may be delayed up to several signal cycles. The traffic operation can generally be described as poor.	0.91-1.00
F	Level of Service F represents a jammed condition. Back-ups from locations downstream or on the cross street may restrict or prevent movement of vehicles out of the approach under consideration. Hence, volumes of vehicles passing through the intersection vary from signal cycle to signal cycle. Because of the jammed condition, this volume would be less than capacity.	1.01+

[1]Capacity is defined as Level of Service E.

Source: EIP Associates., from *Transportation Research Circular No. 212*, Transportation Research Board, 1980.

TABLE C-2

EXISTING PEDESTRIAN LEVELS OF SERVICE
P.M. PEAK PERIOD

Pedestrian Crosswalk	Flow Rate[1] (pedestrian/minute/foot of effective walking width)	Level of Service
Van Ness Avenue (north of Pine Street)	0.20	open
Van Ness Avenue (south of Pine Street)	0.15	open
Van Ness Avenue (north of Bush Street)	0.21	open
Van Ness Avenue (south of Bush Street)	0.25	open
Bush Street (east of Van Ness Avenue)	0.40	open
Bush Street (west of Van Ness Avenue)	1.00	unimpeded
Pine Street (east of Van Ness Avenue)	0.60	unimpeded
Pine Street (west of Van Ness Avenue)	0.70	unimpeded

[1]Effective width of crosswalk = 8 feet.

Source: DKS Associates

TABLE C-3

PEDESTRIAN FLOW REGIMEN

Flow Regime	Choice	Conflicts	Flow Rate (p/f/m)[1]
Open	Free Selection	None	less than 0.5
Unimpeded	Some Selection	Minor	0.5 to 2.0
Impeded	Some Selection	High Indirect Interaction	2.1 to 6.0
Constrained	Some Restriction	Multiple	6.1 to 10.0
Crowded	Restricted	High Probability	10.1 to 14.0
	Design Limit - Upper Limit Of Desirable Flow		
Congested	All Reduced	Frequent	14.1 to 18.0
Jammed	Shuffle Only	Unavoidable	Not applicable[2]

[1]P/F/M = Pedestrians per foot of effective sidewalk width per minute.
[2]For Jammed Flow, the (attempted) flow rate degrades to zero at complete breakdown.

Source: *Urban Space for Pedestrians*, MIT Press, 1976, Cambridge, MA.

TRIP GENERATION BACKGROUND DATA

The generation of person and/or vehicle trips by elderly residential care facilities is difficult to quantify for several reasons. Auto ownership (and use) depends partly upon the ages of residents, and declines markedly with age.[1] The average age of residents initially would be about 75 years, and would increase over time.[2] Economic characteristics of residents (income) would also influence the car ownership decision, as would the availability of transit services, and facilities for shopping, eating and leisure/recreation activities within walking distance.

For this project, residents typically would be retirees with pensions. They would occupy their units under life-care contracts. Most would be expected to own vehicles at the time of their entry into the project, even if they were not used frequently. Over time, the vehicle ownership rate would be expected to decline, resident trip generation would decrease, and service/medical trip generation would increase, as residents would require increased medical care and other services. Transit service, shopping and dining facilities are readily available along the Van Ness Avenue corridor within walking distance of the project site, which would tend to reduce the vehicle trip generation given the difficulty of finding on-street parking in the City's shopping and commercial districts. In short, there are many factors which influence travel demand for senior citizen residential care facilities, and it is difficult to find exactly comparable sites for trip generation analysis.

Due to the variability in auto ownership and trip generation rates, several sources were used for the transportation analysis of this EIR.

- Standard traffic engineering resources were reviewed.
- A telephone survey was conducted of other Episcopal Homes Foundation sites.
- Detailed trip generation studies were performed at two Episcopal Homes Foundation (EHF) sites, one in Oakland and one in Santa Rosa. Both studies were used in the analysis of project impacts. The Oakland facility was felt to be a similar urban site with good transit availability; however, it is an older facility with an average age of 84 years for the resident population and therefore different auto ownership and trip generation characteristics than would be expected with the proposed project. The newer Santa Rosa facility (opened in 1986) was felt to be representative for certain characteristics in that it is a new facility with a relatively young resident population.

- Trip generation studies were performed at one Presbyterian Homes site in San Francisco during the P.M. peak period. This senior care facility would be similar to the proposed project as it is located in an urban site with good transit availability. The residents are relatively young with an average age of 74.7 years and therefore auto ownership would be expected to be similar to the proposed project.

- A research paper titled *Transportation Issues Affecting Senior Citizen Communities* was reviewed. The research surveyed a number of senior citizen residential sites throughout the country. The documentation is taken from a presentation at the Institute of Transportation Engineers' District 6 and 7 Joint Annual Meeting in July, 1986.

Each of these sources are discussed further below.

Standard Traffic Engineering Resources. Standard references include the Institute of Transportation Engineers' *Trip Generation, 4th Edition* (1987), and Caltrans' *Progress Reports on Trip Generation* from various years. Both these resources have very little information about senior residential site trip generation. The information in the ITE report is taken from five central California sites summarized in the 5th Caltrans' *Trip Generation* reports, and is over 20 years old. Trip generation rates cited in the Caltrans reports varied from 2.8 trips per dwelling unit (DU) to 4.9 trips per DU, and averaged 3.3 trips per dwelling unit. The size of the sites varied from 77 to 3,122 dwelling units. The vehicle ownership, an important factor in determining travel and parking demand, varied from 0.32 per DU to 0.96 per DU, and averaged 0.90 per DU for the five sites.

Telephone Survey of Other Sites. The transportation characteristics of two existing EHF sites and a senior residential care facility in San Francisco were surveyed by telephone.[3] Both EHF sites have been open for at least 15 years; the resident population of these sites are substantially older (an average of 84 years of age) than the initial population of the proposed project would be, and as a result, the vehicle ownership reported for these two facilities is likely to be significantly less than the proposed project.

The EHF site in Los Gatos, Los Gatos Meadows, opened in 1971. This site has 205 residents in 173 units, approximately 79 of whom own cars, a rate of 0.39 vehicles per DU. The average age is 82.5 years. Ninety parking spaces are provided, including 79 resident spaces. The remaining 11 spaces are used by visitors and the 65 full-time staff. The site generates an estimated three emergency vehicle trips per week.

The second EHF site surveyed was Canterbury Woods, in Pacific Grove, open since 1965, with an average age of 82 years. This site has 182 residents in 160 units, with approximately 80 owning cars, a ratio of about 0.5 vehicles per DU. The site provides 92 parking spaces, 82 of which are for residents. Emergency vehicles make about two trips per week to the site.

The San Francisco site, Sequoia Homes, was built in 1969 and houses 389 residents in 299 units with 150 employees. The site also contains a 133-space parking lot with 119 of the stalls designated for residents and the remaining 14 stalls designated for employees. According to the administrative manager of the site, all 119 resident stalls are currently occupied by residents. This amounts to a ratio of 0.40 vehicles per DU. This ratio underestimates the vehicle ownership, mainly because it is not known exactly how many residents own vehicles as this information is not requested from incoming residents. The only information available is that there are at least 119 residents who own vehicles. Also, about 90 percent of new residents own vehicles. In addition, those residents who are not assigned a space in the parking lot usually rent spaces from nearby public garages or utilize adjacent on-street parking.[4]

Based on past records, the facility used to rent out unused parking stalls to the public due to a large number of unused stalls in the parking lot, but over time more incoming residents owned vehicles and now the demand for parking is much greater than the existing supply.

Detailed Studies of Similar Sites. Two EHF sites (St. Paul's Towers in Oakland and Spring Lake Village in Santa Rosa) were surveyed in detail to obtain trip generation, parking demand, and truck delivery activity over the course of a day. In addition, one Presbyterian Homes site, The Sequoias in San Francisco, was surveyed during the P.M. peak period. One site, St. Paul's Towers in Oakland, is similarly situated in an urban area with good transit access. The St. Paul's survey results indicated an average daily person trip rate of just under 6 trips per DU, and 0.51 person trips per DU during the P.M. peak hour. It is an older site, open since 1966. The average age of the St. Paul's Towers site is 84 years; the average age upon entry is 77 years. Vehicle ownership upon entry is greater than 90 percent.

The daily trip rate would be expected to be higher for the proposed project, as the expected decrease in resident and visitor trip generation with an older resident population would not be completely offset by an increase in service trips. Approximately 31 percent of person trips to and from St. Paul's

were made by vehicle. A similar percentage would be expected for the proposed project, as it is situated in a similar urban area with good transit access.

The second EHF site, Spring Lake Village, open since 1986, is located in Santa Rosa in a more suburban setting. Both trip generation and parking demand are higher at the Santa Rosa site than the St. Paul's site. From the results of the survey, the ADT at Spring Lake is 8.1 person trips per DU, with a peak hour rate of approximately 0.89 person trips per DU, of which about 45 percent were made by vehicles. The higher vehicle trip split is likely due to the fact that it is a suburban site, less accessible via walking and transit; the higher overall trip rate is attributable to the age of the resident population, which in a new site would be relatively young and active.

A survey of the Spring Lake Village was carried out shortly after it opened in August 1986. The survey revealed an average age upon entry of 77.9 years, with 290 of 303 units occupied initially. Vehicle ownership was also surveyed, revealing an initial ownership rate of 94 percent. That is, residents in 94 percent of the occupied units owned cars. In addition, a few residents owned more than one car; however, these had to be parked off-site and were not counted in the survey.[5]

The other senior care facility, Sequoia Homes, is located in San Francisco and would be similar to the proposed project as it is also situated in an urban area with good transit access. A P.M. peak period survey was conducted for this site and the results indicate a P.M. peak hour trip rate of 0.22 person trips per DU. Approximately 64 percent of the person trips to and from the Sequoias during the P.M. peak hour were made by vehicle. The Sequoias site operates differently from the St. Paul's site in Oakland in that the P.M. peak hour trip rate for the Sequoias site is lower and the percentage of trips by vehicle is higher than the St. Paul's site. The difference in the P.M. peak hour trip rate is likely due to the different urban setting of the two sites. The Sequoias is situated in an area where conditions are very congested during the P.M. peak hour, causing many residents to schedule their trips during the off-peak hours. A brief discussion with a security guard of the Sequoias indicated that the majority of the trips are generated during the off-peak hours of the day. The high vehicle trip split is likely due to the relatively young age of the resident population being that many more of them are likely to drive to their destinations rather than walk or use transit. The average age of all residents at the Sequoias is 74.7 years. However, newer residents are both slightly older and more likely to own a vehicle; the average age of recent incoming residents is 75.5 years, with over 95 percent of incoming residents owning at least one vehicle.

TABLE C-4

MUNI LOAD FACTORS[1] - 1990
EXISTING CONDITIONS

	P.M. Peak Period August Load (4:00-6:00 p.m.)	P.M. Peak Hour August Load (5:00-6:00 p.m.)
North/South[2] Routes	0.91	0.98
East/West[3] Routes	1.27	1.46

[1]LOS Factor = (average ridership per screenline/seated capacity).
[2]Routes: 42, 27, 29, 19, 45.
[3]Routes: 1A, 1B, 2, 3, 4, 61.

Source: MUNI Scheduling.

TABLE C-5
PASSENGER LEVELS OF SERVICE ON BUS TRANSIT

Level of Service	Description	Passengers per Seat
A	Level of Service A describes a condition of excellent passenger comfort. Passenger loadings are low with fewer than half the seats filled. There is little or no restriction on passenger maneuverability. Passenger loading times do not affect scheduled operation.	0.00-0.50
B	Level of Service B is in the range of passenger comfort with moderate passenger loadings. Passengers still have reasonable freedom of movement on the transit vehicle. Passenger loading times do not affect scheduled operations.	0.51-0.75
C	Level of Service C is still in the zone of passenger comfort, but loadings approach seated capacity and passenger maneuverability on the transit vehicle is beginning to be restricted. Relatively satisfactory operating schedules are still obtained as passenger loading times are not excessive.	0.76-1.00
D	Level of Service D approaches uncomfortable passenger conditions with tolerable numbers of standees. Passengers have restricted freedom to move about on the transit vehicle. Conditions can be tolerated for short periods of time. Passenger loadings begin to affect schedule adherence, as the restricted freedom of movement for passengers requires longer loading times.	1.01-1.25
E	Level of Service E passenger loadings approach manufacturers' recommended maximums and passenger comfort is at low levels. Freedom to move about is substantially diminished. Passenger loading times increase as mobility of passengers on the transit vehicle decreases. Scheduled operation is difficult to maintain at this level. Bunching of buses tends to occur, which can rapidly cause operations to deteriorate.	1.26-1.50
F	Level of Service F describes crush loadings. Passenger comfort and maneuverability are extremely poor. Crush loadings lead to deterioration of scheduled operations through substantially increased loading times.	1.51-1.60

Source: EIP Associates, from information in the Interim Materials on Highway Capacity, Transportation Research Circular 212, pp. 73-113, Transportation Research Board, 1980.

1. Ulrich Ernst, *Elderly Mobility and Transportation Services: Some New Survey Evidence*, January 1981, a paper presented at the 60th Annual meeting of the Transportation Research Board.

2. The average age upon entry at the Oakland Street Paul's Towers EHF site is 77 years (conversation with Dolores Crist, St. Paul's Towers Administrative Manager, 12/5/89).

3. DKS Associates, telephone surveys conducted July 1989 and December 1989.

4. Linda Grimacy, Sequoia Homes Administrative Manager, telephone interview on February 22, 1990.

5. Dee Weaver, Manager, EHF Spring Lake Village site, 12/18/89.

APPENDIX D: WIND STUDY METHODOLOGY

This summary of wind study methodology is based on a study by Fred Bauman, P.E., and Donald Ballanti, certified consulting meteorologist. The report is available for review at the Department of City Planning, Office of Environmental Review, 450 McAllister Street, San Francisco.

INTRODUCTION

The comfort of pedestrian varies under different conditions of sun exposure, temperature, clothing and wind speed. Winds up to four miles per hour (mph) have no noticeable effect on pedestrian comfort. With winds from four to eight mph, wind is felt on the face. Winds from eight to thirteen mph will disturb hair, cause clothing to flap, and extend a light flag mounted on a pole. For winds from 19 to 26 mph, the force of the wind will be felt on the body. At 26 to 34 mph winds, umbrellas are used with difficulty, hair is blown straight, there is difficulty in walking steadily, and wind noise is unpleasant. Winds over 34 mph increase difficulty with balance and gusts can blow people over.

Wind tunnel tests were conducted for winds in the project vicinity in its existing conditions (including all approved developments) with the project, in relation to the *City Planning Code* wind performance criteria (Section 243(c)(8)(A)). Wind tunnel measurements and existing weather records for San Francisco were used to predict equivalent mean wind speeds near the project site.[1] These mean wind speeds were compared to comfort criteria of 11 mph for pedestrian areas and seven mph for sitting areas, each not to be exceeded more than ten percent of the time. Separate calculations were also done to evaluate compliance with the hazard criterion that hourly average wind speeds may not reach or exceed 26 mph for one hour per year.

A one inch = 30 feet scale model of area surrounding the proposed building extending several blocks in all directions was provided by the project sponsor. The model tested two configurations: existing and existing plus project. In addition, several modified designs were tested. The model was tested in a wind tunnel that allows testing natural atmospheric boundary layer flows past surface objects such as buildings and other structures. The tunnel has an overall length of 19.2 meters (m) (64 feet), a test section of 2.1 m (7 feet) wide by 1.5 m (5 feet) high, and an adjustable false ceiling. The

adjustable ceiling and turbulence generators allow speeds within the tunnel to vary from one to 10 meters per second (m/s) or 2.2 to 22 mph.

The wind tunnel study was divided into two parts: flow visualization and wind speed measurements. The flow visualization observations were performed by injecting a continuous stream of smoke at various near-surface locations. The subsequent motion of the smoke was recorded, and prevailing wind directions were determined.

Wind speed measurements were made with a hot-wire anemometer, an instrument that directly relates rates of heat transfer to wind speeds by electronic signals. The hot-wire signals are proportional to the magnitude and steadiness of the wind. Both the mean wind speeds and corresponding turbulence intensities were measured. Thus, high wind speeds and gustiness (changes in wind speeds over short periods of time) could be detected. Hot-wire measurements made close to the surface have an inherent uncertainty of plus or minus ($\pm$) five percent of the true values. The ratio of near-surface speed to reference wind speed was calculated from the hot-wire measurements.

Thirty-six test locations were studied for four prevailing wind directions (northwesterly, west-northwesterly, west-southwesterly and westerly) for the three configurations. These wind conditions are the most common in San Francisco, and are therefore the most representative for evaluation purposes. All hot-wire measurements were taken at the same series of surface points around the building site (six locations being created by, and located within the project) for the four wind directions and the two cases.

METHODOLOGY AND ASSUMPTIONS

The pedestrian comfort and hazardous wind criteria (City Planning Code Section 243(8)(A)) are defined in terms of equivalent wind speed. This term denotes an average wind speed (mean velocity), adjusted to include the level of gustiness and turbulence.

The mean wind speeds at street level were determined by a wind tunnel test and comparison of test results with statistically representative records of wind data collected atop the Old Federal Building. Data describing the speed, direction and frequency of occurrences of winds were gathered at the old San Francisco Federal Building, at 50 United Nations Plaza, during the six-year period between 1945 and 1950. Measurements taken hourly and averaged over one-minute periods have been tabulated

for each month (averaged over the six years) in three-hour periods using seven classes of wind speed and 16 compass directions. Analysis of these data shows that during the hours from 6:00 a.m. to 8:00 p.m., about 62 percent of the winds blow from three of 16 directions, as follows: Northwest (NW), 10 percent; West Northwest (WNW), 14 percent; West Southwest (WSW), two percent; West (W), 35 percent; and, all other winds, 36 percent. Calm conditions occur two percent of the time.

Each wind tunnel measurement results in a ratio that relates the speed of ground-level wind to the speed at the reference elevation, in this case the height of the old San Francisco Federal Building. The wind that is measured is an equivalent wind speed value which is adjusted to include the level of gustiness or turbulence present.

The frequency with which a particular wind velocity is exceeded at any test location is then calculated by using the measured wind tunnel ratios and a specified ground speed to determine the corresponding reference wind speed for each direction. In general, this gives different reference speeds for each direction (NW, WNW, WSW, W, and other). The wind data for San Francisco are then used to calculate the percentage of the time that the specified ground-level wind speed is exceeded. A computer is used to calculate the total percentages for a series of wind speeds until the speed exceeded ten percent of the time is found. Throughout the following discussion, the wind speeds reported refer to the equivalent wind speeds that would be exceeded ten percent of the time. This is the time period specified for evaluation of the comfort criteria in the Van Ness Special Use District.

The hazard criterion in the Planning Code states that the hourly average wind speed may not reach or exceed 26 mph for one hour per year. The wind data observed at the old San Francisco Federal Building are not full hour average speeds as required by the Code, so it is necessary to adjust the equivalent win speeds to obtain the true hourly average of 26 mph.[2] The adjusted equivalent wind speeds were used to calculate compliance with the hazard criterion.

STUDY RESULTS

The location of the measurement points and the result of the wind tunnel study for compliance with the pedestrian comfort and hazard criteria are summarized in Figure D-1 below.

The existing windspeeds on sidewalk areas along Franklin Street, Austin Street, and the south side of Pine Street generally meet the conform criterion of 11 mph. The 11 mph criterion is not met, however, for existing conditions near the Van Ness Avenue/Pine Street intersection. This area is under the influence of strong wind accelerations generated by the Holiday Inn building located on the northeast corner of that intersection. Under existing conditions, five of the 30 sidewalk measurement locations exceed the 11 mph comfort criterion for pedestrian areas; two of these locations (locations 19 and 20 on Figure D-1) exceed the hazard criterion of 26 mph.

The proposed project would generally increase windspeeds along Franklin Street and Pine Street, with some locations having increased winds and others having decreased windspeeds. Seven of the 30 sidewalk measurement locations would exceed the 11 mph pedestrian comfort criterion with the project. The two measurement locations exceeding the hazard criterion are the result of the existing Holiday Inn building, and would not be increased or decreased by the project.

Three of the six outdoor spaces created by the project exceed the sitting area comfort criterion of seven mph.

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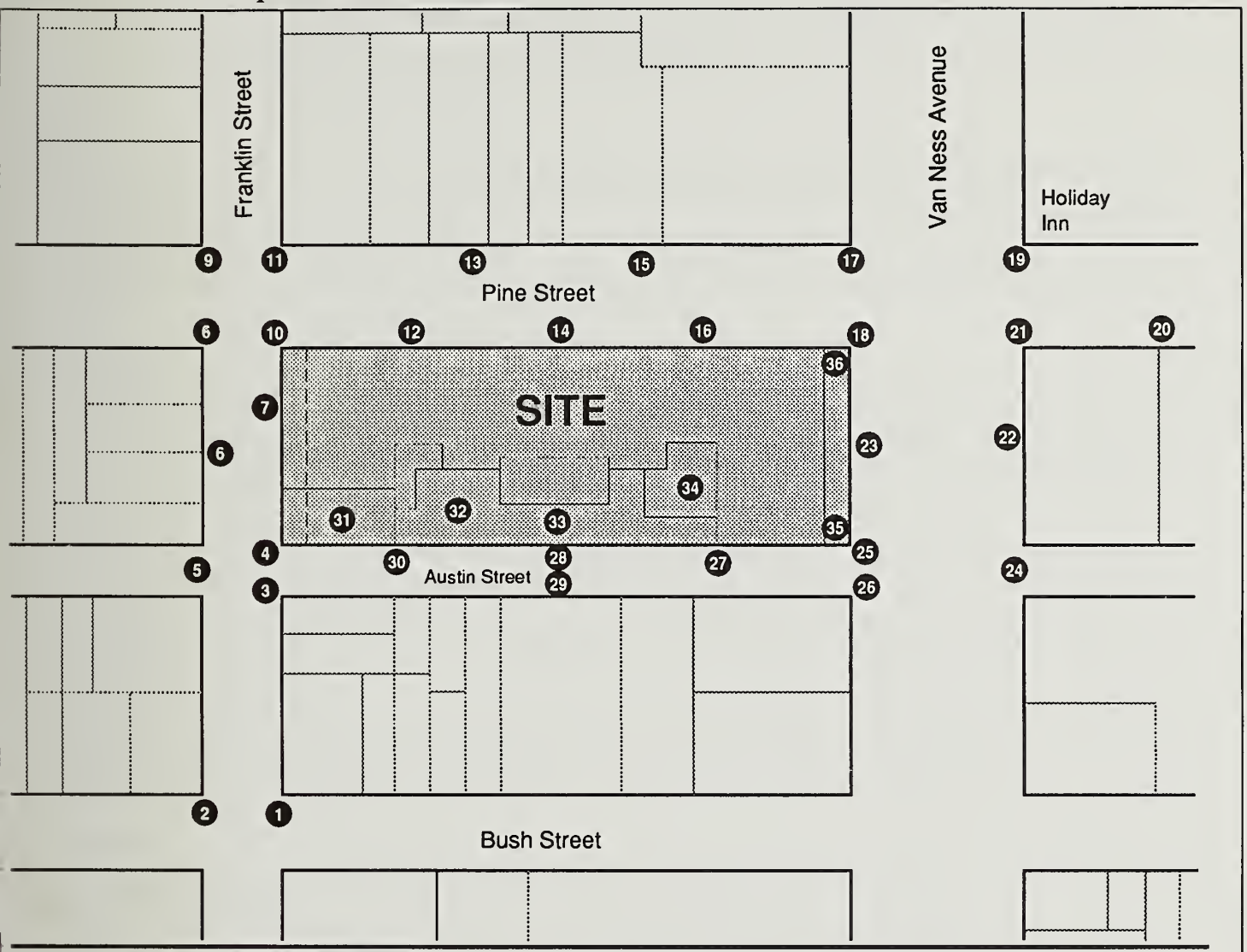
1. Equivalent mean wind speed is defined as the mean wind, multiplied by the quantity (one plus three times the turbulence intensity) divided by 1.45.

2. Arens, E., "Designing for Acceptable Wind Environment," Transactions Engineering Journal, ASCE 107, No. TE2, pages 127-141, 1981.

1661 Pine Street
Location of Wind Speed Measurements

Figure D-1



Wind Speed Exceeded 10% of the Time

Location	Existing	Project	Location	Existing	Project	Location	Existing	Project
1	7	8	14	6	8	27	6	8
2	6	7	15	6	10	28	7	5
3	6	11	16	7	9	29	7	6
4	6	13	17	12	9	30	8	7
5	8	10	18	10	12	31	--	13
6	4	9	19	17	17	32	--	5
7	7	8	20	17	17	33	--	8
8	5	11	21	12	14	34	--	5
9	5	8	22	14	14	35	--	7
10	6	12	23	9	6	36	--	9
11	6	9	24	10	11			
12	8	9	25	7	8			
13	6	9	26	10	9			

Points 1-30 are sidewalk locations subject to the 11 mph pedestrian comfort criterion. Locations 31-36 are located with outdoor space within the project and are subject to the 7 mph sitting area comfort criterion. Values exceeding the comfort criteria are shown underlined.

SOURCE: EIP ASSOCIATES; DON BALLANTI

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APPENDIX E: FUNDAMENTAL CONCEPTS OF ENVIRONMENTAL NOISE

Noise is defined as unwanted sound. Airborne sound is a rapid fluctuation of air pressure above and below atmospheric pressure. Sound levels are usually measured and expressed in decibels (dB) with 0 dB corresponding roughly to the threshold of hearing. Decibels and other technical terms are defined in Table E-1.

Most of the sounds which we hear in the environment do not consist of a single frequency, but rather a broad band of frequencies, with each frequency differing in sound level. The intensities of each frequency add together to generate a sound. The method commonly used to quantify environmental sounds consists of evaluating all of the frequencies of a sound in accordance with a weighting that reflects the facts that human hearing is less sensitive at low frequencies and extreme high frequencies than in the frequency mid-range. This is called "A" weighting, and the decibel level so measured is called the A-weighted sound level (dBA). In practice, the level of a sound source is conveniently measured using a sound level meter that includes an electrical filter corresponding to the A-weighting curve. Typical A-levels measured in the environment and in industry are shown in Table E-2 for different types of noise.

Although the A-weighted noise level may adequately indicate the level of environmental noise at any instant in time, community noise levels vary continuously. Most environmental noise includes a conglomeration of noise from distant sources which create a relatively steady background noise in which no particular source is identifiable. To describe the time-varying character of environmental noise, the statistical noise descriptors, L_{10}, L_{50}, and L_{90}, are commonly used. They are the A-weighted noise levels equaled or exceeded during 10%, 50%, and 90% of a stated time period. A single number descriptor called the L_{eq} is now also widely used. The L_{eq} is the average A-weighted noise level during a stated period of time.

In determining the daily level of environmental noise, it is important to account for the difference in response of people to daytime and nighttime noises. During the nighttime, exterior background noises are generally lower than the daytime levels. However, most household noise also decreases

TABLE E-1

TERM	DEFINITION
Decibel, dB	A unit describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).
Frequency, Hz	The number of complete pressure fluctuations per second above and below atmospheric pressure.
A-Weighted Sound Level	The sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter deemphasizes the very low and very dBA high frequency components of the sound in a manner similar to the frequency response of the human ear and correlates well with subjective reactions to noise. All sound levels in this report are A-weighted.
L_{10}, L_{50}, L_{90}	The A-weighted noise levels that are exceeded 10%, 50%, and 90% of the time during the measurement period.
Equivalent Noise Level, L_{eq}	The average A-weighted noise level during the measurement period.
Community Noise Equivalent Level, CNEL	The average A-weighted noise level during a 24-hour day, obtained after addition of 5 decibels to levels in the evening from 7 p.m. to 10 p.m. and after addition of 10 decibels to sound levels in the night between 10 p.m. and 7 a.m..
Day/Night Noise Level, L_{dn}	The average A-weighted noise level during a 24-hour day, obtained after addition of 10 decibels to levels measured in the night between 10 p.m. and 7 a.m..
Ambient Noise Level	The composite of noise from all sources near and far. The normal or existing level of environmental noise at a given location.
Intrusive	That noise which intrudes over and above the existing ambient noise a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency, and time of occurrence and tonal or informational content as well as the prevailing ambient noise level.

TABLE E-2

TYPICAL SOUND LEVELS MEASURED IN THE ENVIRONMENT AND INDUSTRY

At a Given Distance From Noise Source	A-Weighted Sound Level in Decibels	Noise Environments	Subjective Impression
	140		
Civil Defense Siren (100')	130		
			Pain
Jet Takeoff (200')	120		Threshold
	110	Rock Music Concert	
Pile Driver (50')	100		Very
Ambulance Siren			Loud
	90	Boiler Room	
Freight Cars (50')		Printing Press Plant	
Pneumatic Drill (50')	80	In Kitchen with Garbage Disposal Running	
Freeway (100')			
	70		Moderately Loud
Vacuum Cleaner (10')	60	Data Processing Center	
Department Store			
Light Traffic (100')	50	Private Business Office	
Large Transformer (200')			
	40		Quiet
Soft Whisper (5')	30	Quiet Bedroom	
	20	Recording Studio	
	10		Threshold of Hearing
	0		

Source: Arnold P.G. Peterson and Ervin E. Gross, Jr., Handbook of Noise Measurement 1963.

at night and exterior noise becomes very noticeable. Further, most people sleep at night and are very sensitive to noise intrusion. To account for human sensitivity to nighttime noise levels, a descriptor, L_{dn} (day/night average sound level), was developed. The L_{dn} divides the 24-hour day into the daytime of 7:00 a.m. to 10:00 p.m. and the nighttime of 10:00 p.m. to 7:00 a.m. The nighttime noise level is weighted 10 dB higher than the daytime noise level. The Community Noise Equivalent Level (CNEL) is another 24-hour average which includes both an evening and nighttime weighting.

The effects of noise on people can be listed in three general categories:

- subjective effects of annoyance, nuisance, dissatisfaction
- interference with activities such as speech, sleep, learning
- physiological effects such as startling, hearing loss

The levels associated with environmental noise, in almost every case, produce effects only in the first two categories. Workers in industrial plants can experience noise in the last category. Unfortunately, there is as yet no completely satisfactory way to measure the subjective effects of noise, or of the corresponding reactions of annoyance and dissatisfaction. This is primarily because of the wide variation in individual thresholds of annoyance, and habituation to noise over differing individual past experiences with noise. Table E-3 shows standards for land use noise compatibility.

Thus, an important way of determining a person's subjective reaction to a new noise is the comparison of the existing environment to which one has adapted: the so-called "ambient".
In general, the more a new noise exceeds the previously existing ambient noise level, the less acceptable the new noise will be judged by the hearers.

With regard to increases in A-weighted noise level, knowledge of the following relationships will be helpful in understanding this report.

- Except in carefully controlled laboratory experiments, a change of 1 dB cannot be perceived.
- Outside of the laboratory, a 3 dB change is considered a just-perceivable difference.
- A change in level of at least 5 dB is required before any noticeable change in community response would be expected.
- A 10 dB change is subjectively heard as approximately a doubling in loudness, and would almost certainly cause an adverse change in community response.

TABLE E-3

LAND USE COMPATIBILITY STANDARDS: COMMUNITY NOISE

Land Use Category	50	55	60	65	70	75	80
Residential	a	a	b	b	c	d	d
Transient Lodging, Motels, Hotels	a	a	b	b	c	c	d
Schools, Libraries, Churches, Hospitals, Nursing Homes	a	a	b	b	c	c	d
Sports Areas, Outdoor Spectator Sports	a	a	b	b	c	d	d
Playgrounds, Neighborhood Parks	a	a	b	c	d	d	d
Golf Courses, Riding Stables, Water Recreation, Cemeteries	a	a	a	b	c	c	d
Office Buildings, Business Commercial and Professional	a	a	a	a	b	c	d
Industrial, Manufacturing, Utilities, Agriculture	a	a	a	a	b	c	c

KEY:

a. Normally Acceptable - land use is satisfactory, buildings need no special noise insulation.

b. Conditionally Acceptable - new construction should be undertaken only after acoustic analysis and installation of noise insulation. Conventional construction but with closed windows and fresh air supply systems or air conditioning will normally suffice.

c. Normally Unacceptable - new construction should be discouraged. If construction does proceed, acoustic analysis to determine the insulation needed is required.

d. Clearly Unacceptable - new construction should not be undertaken.

Source: Office of Noise Control, California Department of Health Services.

APPENDIX F: DESCRIPTION OF A RESIDENTIAL LIFE CARE FACILITY

Submitted by the project sponsor. Contents not independently verified by the San Francisco Department of City Planning.

I. INTRODUCTION

A continuing-care or life-care community provides its elderly residents with a dwelling unit, food service, housekeeping services, supervised care, personal care, skilled nursing and physician services, all under one roof. All these services are provided and paid for by an entry fee, (paid at the time of acceptance into the life-care community) and a monthly fee.

At the beginning of their stay in a life-care community, the residents live independently in their apartment home. For those who are ambulatory, but forgetful, supervised care is provided. When required, they are temporarily moved to the personal care unit, where they may receive personal care such as bathing, physical therapy and other health-related services. Ultimately the residents will enter the skilled nursing unit for long term care. All levels of care services are provided without regard to the resident's financial status after his or her entry into the community.

II. THE PROPOSED PROJECT

The Episcopal Homes Foundation is proposing to construct a life-care facility in San Francisco, at the location bounded by Van Ness Avenue, Franklin, Pine and Austin Streets. This life-care facility will contain 250 dwelling units, a personal care unit and a 50+ bed skilled nursing care unit. It is envisioned to be offered as an "All-inclusive Plan." This proposed facility will offer the following services to residents:

Residential Services

Dining room service (three meals per day)
Special diets
Tray meal-service
Kitchen appliances

Utilities
Apartment cleaning and maintenance
Personal laundry facilities
Flat linen services
Grounds maintenance
Scheduled transportation by community center
Storage lockers

Health-Related Services

Emergency call system
Home health care (in apartment)
Recreational therapy
Social services
Skilled Nursing Facility Center
Physician's Care
Acute Hospital Care (off premises)

III. THE PROJECT SPONSOR - EPISCOPAL HOMES FOUNDATION

The 1661 Pine Street Project will be operated similarly to St. Paul's Towers, the Episcopal Homes Foundation's life-care facility in Oakland, which was constructed in and has been continuously operating since 1965. That facility contains 270 units, includes 43 skilled nursing units and employs 150 full-time and part-time employees. Although St. Paul's currently does not have any personal care unit, there is a plan to consider inclusion of such a unit with 11 rooms. The entry average age of a resident at St. Paul's is 76 years; 80% are women. Ten of the residents are over 100 years. Elderly become eligible for admission at 65. Currently, there are 42 persons on the waiting list. The average waiting time for admission is 2 to 3 years.

The residents decorate and furnish their apartment unit with their own furniture and belongings. Each unit contains à kitchenette for the convenience of the residents, especially for between-meal services. If a resident requires personal care, such as bathing, dressing, hair care or food tray service in his or her apartment, it is provided. A security check on each unit is made each morning at ten

o'clock to assure that early medical attention, if required, is received. Drug prescriptions may be filled by the pharmacy on-site; daily medication is administered to those who require it. Physical therapy is provided for all residents as needed. The Oakland facility is near public transit and located near a neighborhood retail district.

IV. OPERATIONAL AND FINANCING RESPONSIBILITIES

The proposed 1661 Pine Street life-care facility will be owned and operated by the Episcopal Homes Foundation, which presently owns and operates four other life-care facilities in the Bay Area. The Foundation also sponsors and manages two other facilities which provide independent living accommodations and meals to elderly residents. The Foundation is responsible for all financing and operations of its life-care communities. Each life-care facility is managed by an administrator who is delegated broad powers for day to day operations, and who reports directly to the Foundation Board.

There are three distinct types of plans which may be offered by a life-care facility: (1) the all-inclusive plan, (2) the modified plan, and (3) the fee-for-service-plan.[1] The project sponsor's facilities are offered only with the all-inclusive plan. Each of the Foundation's life-care facilities includes skilled nursing facilities, and requires two state licenses, one for the residential-care facility and another for the skilled nursing facility. State law also requires a certificate of authority to sell life-care contracts. In addition, State agencies govern and monitor compliance with State laws and agency regulations. Episcopal Homes Foundation participates in a close working relationship with governmental agencies involved with services to the elderly.

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1. In all three types of plans, a dwelling unit is provided to the resident. Under the Modified Plan, residents are provided residential services, and a specified amount of health and nursing care. Nursing care required beyond the number of days specified in the contract is available for a fee of approximately eighty percent of the full per diem rate charged to elderly who are not resident members of the continuing-care community, but are admitted directly to the skilled nursing facility. Under the Fee-For-Services plan, the residents are provided with residential services and amenities, and are guaranteed access to nursing care. Resident elderly who participate in this plan must pay the full per diem rate for the health and nursing care they may require, except that minimal health care, such as twenty-four-hour emergency care, and possibly a few days of infirmary care, may be included in the basic monthly fee.

The life-care facility and its services are financed by an entry fee, paid at the time of acceptance into the life-care community, and a maintenance fee, paid monthly after a community member begins residence. Generally, the entry fee covers the capital cost of providing the living unit and ancillary facilities; the monthly fee covers the operating cost of living accommodations and services. The monthly fee pays for the operation of the facility, including, but not limited to, salaries of the staff, maintenance of the physical plant, food service, personal and health-care service and social programs. Monthly fees spread the cost of health care and insure against unexpected, catastrophic nursing care costs. The result is that the life-care facility can provide nursing care to elderly who might otherwise be unable to meet their own health and nursing care costs on a fee-for-service basis.

APPENDIX G: LIFE CARE CONTRACTS AND FINANCING STRUCTURE

Submitted by the Project Sponsor. Contents not independently verified by the San Francisco Department of City Planning.

INTRODUCTION

The Episcopal Homes Foundation operates life-care facilities, which are designed to enhance the physical and mental well-being of their elderly residents and provide for their protection for the rest of their lives. Appendix F fully describes in detail the type of services, benefits and the operating philosophy behind a life-care facility, that being to provide a continuum of quality comprehensive care for the elderly. To insure that its contractual obligations to its residents are fulfilled, the critical operating criterion revolves around meeting the multiple financial demands of such a facility, which range from mortgage payments for the facility to the ever-increasing costs of providing quality personal care and health care to the elderly. The financial structure of a life-care facility to be operated by the project sponsor is analyzed below.

The residents of a life-care facility contract for a certain level of care from the time they enter the facility until death. To fully understand the financial structure to be managed by the project sponsor, it is necessary to first discuss the profile of residents in the facilities currently operated by the project sponsor and the financial demands on them as they grow older if they are to remain in conventional housing.

PROFILES OF THE RESIDENTS

At the end of 1988, the project sponsor conducted a survey of the occupational backgrounds of the seniors residing in the four facilities currently operated by it. The survey result is based on 100% review of the residents' records. Of the 1,644 residents, there were 256 different occupational labels given. The five (5) major occupational groups are: (1) teachers, who comprised 23.8% of the facilities' population, (2) secretaries, who made up 8% of the residents, (3) nurses were 5.9% of the residents, (4) bookkeepers/accountants comprised 4.8%, and (5) librarians, who made up 2.7% of the total of residents. These five occupational categories amount to 45.2% of the residents (or 743 out of 1,644 surveyed). The remaining 54.8% range from "executive" to "tailor", from "physician" to "linotype operator".

The seniors residing in a life-care facility operated by the project sponsor are typically individuals or couples who owned a home, with a small amount of savings and retirement income in the form of social security and/or pension.[1] The home is usually paid for and free of mortgage payments. Thus, while the net-worth of these seniors may grow as a result of inflation of the value of their homes, in many instances their income and savings remain stagnant, often not in keeping with periods of high inflation. Further, it has been demonstrated that the life expectancy of the residents in a life-care facility is substantially longer than the average life expectancy in the United States.[1]

FINANCIAL STRUCTURE

To ensure that the project sponsor will meet the obligations of the contract for life-care with its residents, and to ensure that the quality of care provided remains constant, each life-care facility operated by the project sponsor must be managed as a viable, independent facility without regard to the others under its management.[1] There are two components to the income of a life-care facility; 1) the entrance fee, and 2) the monthly maintenance fee. The two income components are designed to meet the demands of three distinct financial categories: the financing of the physical facility, the on-going operations of the physical facility, and the various levels of services and health care required by its residents. The construction costs and capital reserve account are covered by the entrance fee. The monthly fee covers the on-going operations of the physical facility and its services and health care costs.

1. Entrance Fee: Financing of the physical facility is the one aspect of the project sponsor's operation which can be predicted with virtual certainty. As is the case with other facilities operated by the project sponsor, the proposed facility will be financed by the proceeds from the sale of bonds. The annual debt services (principal and interest payments), construction loan interest and carrying costs of land can be projected. Based on these known projections, the entrance fee is calculated.[2]

Debt service for the permanent financing is based on payments on the bond issues over a thirty (30) year period. For this project, the land, construction loan, and soft costs associated with the development of this facility are projected to be one hundred and twenty four million dollars ($124,000,000.00). The bond issue will bear an interest rate of approximately 8.25% including

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1. Episcopal Homes Foundation, Lawrence Pratt, April 1992.

2. The construction loan and permanent financing for this project are already in place.

insurance fees. Based on the total cost to develop the facility, the entrance fees are set. The amount of the entrance fee will vary depending on the size of the unit and the number of individuals occupying the unit.[3]

Estimated median entry fees for the typical units[4] are:

Unit Type	Single Resident	Double Occupancy
Studio	$110,000[5]	n/a
One bedroom	185,000	$200,000
Two bedroom	260,000	$275,000

The best way to describe the property interest in the dwelling units represented by the entry fee is a life-estate interest in a condominium project, with exclusive use of the apartment and use of all common facilities, nursing units, personal care units, dining room, kitchen, lounges, activity rooms, garages, etc. The extensive common facilities are designed to address the concerns of the aging, such as security, non-productive time, isolation, anxiety over becoming a burden to family or community and failing health.

After a resident is determined incapable of returning to independent living or after the death of a resident, the dwelling unit reverts back to the project sponsor and becomes available for resale to new occupants.[6] For the purposes of long-term planning, the life of the physical facility is anticipated

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3. Based on our experience, it is demonstrated that a couple has a longer statistical life expectancy than an individual. Therefore, a couple or the remaining spouse will remain in the apartment longer without the apartment being available for resale.

4. The facility will also include larger one and two bed room units and penthouse units. The large one bedroom units average $210,000.00 per unit. The large two bedroom units average $300,000.00 per unit and the penthouses average $450,000.00 per unit.

5. This average fee, reduced by the cost of ancillary facilities, special operating equipment, and special building features required in a licensed facility, if treated as the purchase price of a home, is affordable to individuals with 100% to 120% of median income based on 1991 figures. By the time the project is constructed, it is anticipated that the price, if treated as a purchase price, would be affordable to persons with 80% to 100% median income. Under State law, 50% of the units must be pre-sold before construction can begin to insure financial viability of this type of facility.

6. In case of a unit occupied by a couple, the remaining spouse or roommate will retain the unit until his or her death.

to be 45-50 years. Based on the actuarial and operational experience of the project sponsor, beginning in the tenth (10th) year after completion of construction and the beginning of occupancy of a facility, approximately seven percent (7%) of the units are resold annually.

After the construction bond is retired (after its thirty year amortization period), a portion of the entrance fees are set aside for construction of a new facility in order to fulfill the needs of the residents then residing in the facility and for future generations. It should be noted that during the first seven (7) years of operating a new facility, the facility must be subsidized from this capital reserve fund so set aside.

Some time after the first seven years of operation, funds over and above those required for debt service will be available for major maintenance and repair items, including but not limited to painting of the interior and exterior of the building, new roof, replacement and upgrade of mechanical equipment, medical equipment, elevators, bathroom fixtures, kitchen equipment and carpeting.

2. Monthly Fee: Unlike the costs required to develop the physical facility which could be projected with virtual certainty, the monthly fee is designed to cover cost items which fluctuate and/or are subject to inflationary factors. Based on the past experience of the project sponsor, the operating costs over a five year period (between 1985 and 1989 inclusive) were analyzed by the project sponsor, Episcopal Homes Foundation. Annual inflationary factors ranged from 4.9% to 7.3% for the same facility. The inflationary factors are also affected by the location of the life-care facility, another facility experiencing inflation ranging from 5.9% to 6.9% for the period. The average annual increase in operating costs over a five year period is 6.13%.

The monthly fee is structured to allow for annual increases in operating costs. The typical average monthly fee[7] is currently projected as follows:

Unit Type	Single Occupancy	Double Occupancy
Studio	$ 1,460	n/a
One Bedroom	$ 1,800	$ 2,755
Two Bedroom	$ 2,135	$ 3,090

7. The projection is based on 1991 dollars. There is a limited number of penthouse units with monthly fees averaging $2,580.00 per month for single occupancy and $3,535.00 per month for double occupancy.

A. On-going Operation. The on-going operating expenses, including health care costs, are covered by the monthly maintenance fees. This fee covers payroll for staff and food costs. Residents in a life-care project receive three meals a day, all nursing, hospital and doctor's costs are paid, utilities, linen services, maid service for cleaning the apartment, diverse social services, recreational programs, security, maintenance and repairs of the building and individual units are all provided. Excluding staff for the personal care and skilled nursing facility, the proposed project will employ an equivalent of 150 full-time employees (198 full-time and part-time employees), with payroll and payroll benefits estimated to be three million two hundred and fifty thousand dollars ($3,250,000.00) per year. The annual operating budget of the facility for the first year of operation, inclusive of payroll, is seven million two hundred and fifty thousand dollars ($7,250,000.00). One hundred percent (100%) of the monthly fee is chargeable to the routine operating costs of the facility and health care.

B. Health Care Costs. The costs of various levels of health care are the most difficult to project. To meet the health care needs of the elderly, the facility is designed to provide for both their mental health and physical health needs. The proposed life-care facility will employ approximately fifty-nine (59) full- and part-time professionals and para-professionals in the health field.[8] The skilled nursing facility staffing pattern must meet State licensing requirements.

The payroll and benefits for the health care professionals will total approximately one million one hundred twenty-five thousand dollars ($1,125,000.00) per year. In addition to health care provided on site, the Foundation also pays the costs of physician services and off-site acute hospital services not reimbursed by Medi-care.

The recreational programs, meal services and common facilities are all designed to ensure that the elderly residents will not be isolated. Isolation and lack of socialization often leads to rapid deterioration of physical health. Thus, in a sense, the monthly fee applied to sustaining the on-going

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8. The staffing pattern for the skilled nursing facility and other health care component (using full time equivalent) will be approximately as follows:

Director of Nursing	1
Registered Nurses	6
License Vocational Nurses	7
Nurse Assistants	28
Medical Records/Clerical	4.8
Full Time Equivalent	46.8

operations of the life-care facility can also be considered part of the costs of enhancing the mental health of its residents as well as providing for a certain level of supervised care.

The costs of health care vary from one person to another. These costs can range from the need for non-medical assistance[9] to skilled nursing care. The costs for non-medical attendant care can range from sixty dollars ($60.00) per half day for part-time assistance to one hundred thirty dollars ($130.00) per shift, if the elderly person resides alone. The cost of skilled nursing ranges from two thousand six hundred forty dollars ($2,640.00) to eight thousand two hundred fifty dollars ($8,250.00) per month.

The staff of the life-care facility do all billing to Medi-care for health care on behalf of residents. Medi-cal will not be billed. Any costs for physician care, acute hospitalization, and skilled nursing or for personal care not covered by Medi-care are covered by the project sponsor as part of life care.

8. Examples of non-medical care for the mentally or physically frail elderly can be the need for an attendant to assist in, for example, supervision, ambulation, self-administered medication, activities, personal care (such as bath, hair care) and hygiene requirements.

HAZARDOUS WASTE REGULATORY FRAMEWORK

Laws and regulations govern the management of hazardous materials and wastes at the federal, state and local levels. The major federal and state laws and regulations are discussed below.

FEDERAL

The United States Environmental Protection Agency (EPA) is responsible for enforcing regulations at the federal level pertaining to hazardous materials and wastes. The primary federal hazardous materials and waste laws are contained in the Resource Conservation and Recovery Act of 1976 (RCRA), and in the Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA). These laws require that responsible parties report any known hazardous waste contamination of soil or groundwater to the EPA pursuant to applicable regulations. (State and local agencies also must be involved. In San Francisco, reporting must include the California Department of Health Services, the San Francisco Bay Area Regional Water Quality Control Board, or the San Francisco Department of Public Health, depending on specific circumstances.) Any contamination that threatens public health or the environment must be remediated by the responsible party according to certain standards set by the EPA.

Federal regulations pertaining to hazardous materials and wastes are contained in the *Code of Federal Regulations (40 CFR)*. Statutes that authorize these regulations are set forth in the *United States Code*. The regulations contain specific guidelines for determining whether a waste is hazardous, based on either the source of generation or the characteristics of the waste. Determination of standards for remediation of soil and groundwater contamination is performed on a case-by-case basis by the agency with lead jurisdiction. However, extensive federal guidance exists for determining acceptable levels of residual contaminants in soil and groundwater.

STATE

The EPA has delegated much of its regulatory authority to individual states whenever adequate state regulatory programs exist. The Toxic Substance Control Division of the California Department of Health Services is the agency empowered to enforce federal hazardous materials and waste regulations in California, in conjunction with the EPA.

California hazardous materials and waste laws incorporate federal standards, but in many respects are stricter. For example, the California Hazardous Waste Control Law, the state equivalent of RCRA, contains a much broader definition of hazardous materials and waste. Some substances not considered hazardous under federal law are considered hazardous under state law. The California Hazardous Account Act, essentially the equivalent of CERCLA, contains a provision for designation of state funds to clean up sites where private funding is unobtainable. State hazardous materials and waste laws are contained in the *California Code of Regulations (CCR)*, Titles 22 and 26.

Regulations implementing the California Hazardous Waste Control Law, hazardous waste manifests must be retained by the generator for a minimum of three years. A hazardous waste manifest lists a description of the waste, its intended destination, and regulatory information about the waste. A copy of each manifest must be filed with the California Department of Health Services. The generator must match copies of hazardous waste manifests with receipts from the treatment/disposal/recycling facility to confirm the wastes were properly handled.

The project area is located within the jurisdiction of the San Francisco Bay Regional Water Quality Control Board (RWQCB). The RWQCB is authorized by the State Resources Control Board to enforce the provisions of the Porter-Cologne Water Quality Control Act of 1969, which incorporates federal water protection laws and additional state law provisions. The Act gives the RWQCB authority to require groundwater investigations when the quality of the groundwaters or surface waters of the state have been or could be threatened, and to remediate the site if necessary.

For sites requiring remediation, the level of site cleanup is determined on a case-by-case basis. The Department of Health Services, the RWQCB, or a local agency could act as the lead state agency is site investigations and remediation projects. The state determines the level and extent of required clean-up, based on the specific site conditions and surrounding land uses. State clean-up standards can be more restrictive than federal standards; both state and federal standards are used to determine

clean-up levels. Clean-up standards employed by the RWQCB can be more stringent than those used by EPA or the Department of Health Services, and are region-specific.[1] If soils containing hazardous materials are excavated, the Bay Area Air Quality Management District (BAAQMD) Regulations 8, Rule 40 limits emissions of organic compounds from soil that has been contaminated by organic chemical or petroleum chemical leaks or spills, and describes acceptable procedures for controlling emissions from such soils and from underground storage tanks intended for removal.

HAZARDOUS SUBSTANCE WORKER SAFETY REQUIREMENTS

The California Occupational Safety and Health Administration (Cal/OSHA) and the Federal Occupational Safety and Health Administration (Fed/OSHA) are the agencies responsible for assuring worker safety in the handling and use of chemicals in the workplace. Under the authority of the Occupational Safety and Health Act of 1970, Fed/OSHA has adopted numerous regulations pertaining to worker safety (contained in the *Code of Federal Regulations Title 29 [29 CFR--Labor]).* These regulations set standards for safe workplaces and work practices, including responsibility for developing and enforcing workplace safety regulations. Because California has a federally approved OSHA program, it is required to adopt regulations that are at least as stringent as those found in 29 CFR. Cal/OSHA standards are generally more stringent than federal regulations.

Cal/OSHA regulations concerning the use of hazardous materials in the workplace (detailed in Title 8 of the *California Code of Regulations [8 CCR])* include requirements for safety training, availability of safety equipment, accident and illness prevention programs, hazardous substance exposure warnings, and emergency action and fire prevention plan preparation. Cal/OSHA enforces hazard communication program regulations, which contain training and information requirements, including procedures for identifying and labeling hazardous substances and their handling, and preparation of health and safety plans to protect workers and employees at hazardous waste sites.[2] The hazard communication program requires that Material Safety Data Sheets (MSDSs) be available to employees and that employee information and training be documented.

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1. The Regional Water Quality Control Board (RWQCB) water quality protection objectives and goals for the San Francisco Bay Region are contained in the *Water Quality Control Plan, San Francisco Bay Basin, Region (2)*, December 1986.

2. *Occupational Safety and Health Guidance Manual for Hazardous Waste Site Activities*, National Institute for Occupational Safety and Health (NIOSH) and Occupational Safety and Health Administration (OSHA), NIOSH Publication No. 85-115, October 1985.

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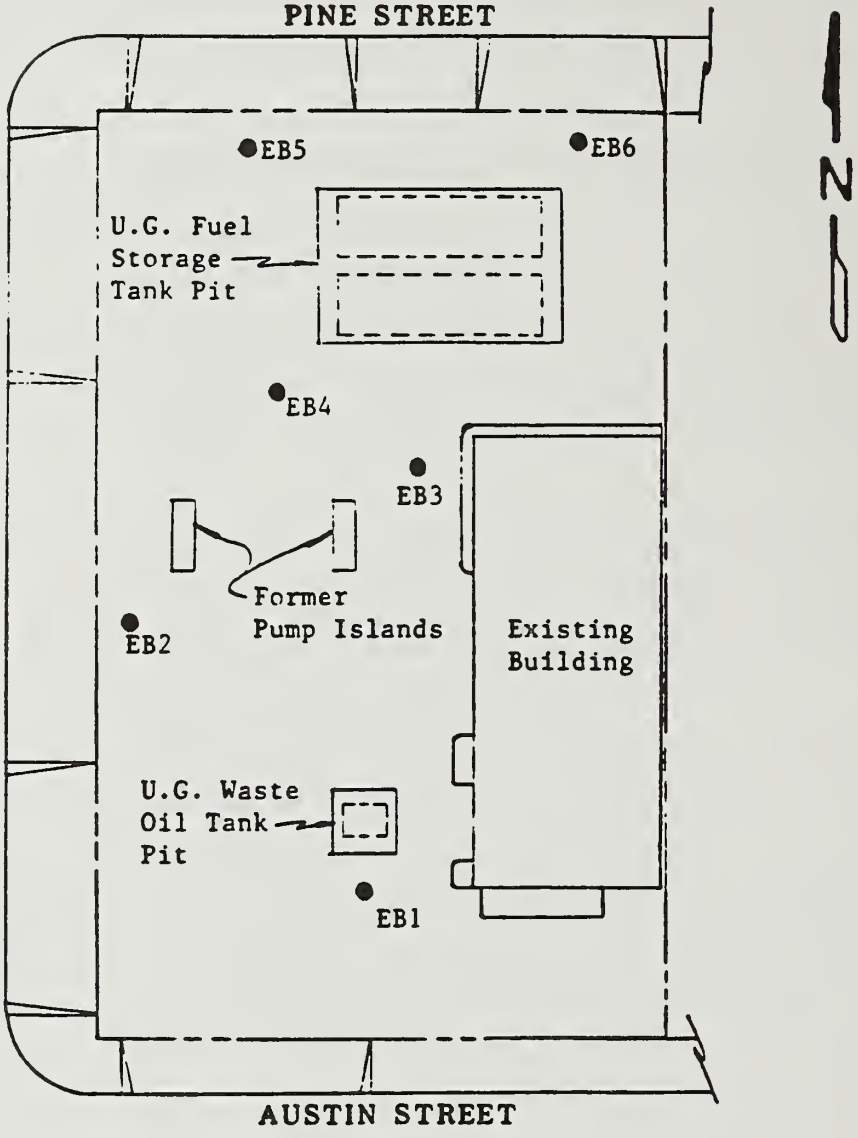

LEGEND

● Exploratory boring

SITE PLAN
Figure 4

0 25 50
Approx. scale feet

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